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A PROPOSAL TO THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

A DEMONSTRATION PROGRAM TO ARREST HOUSING ABANDONMENT IN THE MATTAPAN SECTION OF THE CITY OF BOSTON

City of Boston
Kevin H. White, Mayor

Boston Redevelopment Authority
Robert T. Kenney, Director

March, 1973

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Boston Redevelopment Authority

Robert T. Kenney / Director

City Hall
Room 900, 1 City Hall Square
Boston, Massachusetts 02201
Telephone (617) 722-4300

Mr. Theodore R. Britton, Jr.
Acting Assistant Secretary for
Research and Technology
U.S. Department of Housing and
Urban Development
451 7th Street, S.W.
Washington, D.C. 20410

Attention: Mr. Wyndham Clarke, Director
Division of Community Planning,
Development and Conservation

Dear Sir:

At the Mayor's request, we are submitting a revised proposal for a Demonstration Program to arrest housing abandonment in the Mattapan Section of Boston.

Thus far, Boston has not been plagued by the same housing abandonment problems that have had tragic consequences in other major cities, but many of the basic forces are present here. Without a serious public effort, we are likely to encounter these problems.

The application has been redrafted after extensive discussion with your staff, and I trust we have designed a program which will meet with your approval. We sincerely believe that Boston presents an ideal setting for testing the tools and techniques that would have wide applicability throughout the Nation.

The Mayor has designated the Boston Redevelopment Authority to carry forward the initial planning for this effort, and we are prepared to meet with you at your convenience.

I hope we can join together to develop creative methods to deal with one of the most pressing problems facing cities today.

Sincerely,

Robert T. Kenney
Director

cc: Kevin H. White, Mayor

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I. INTRODUCTION

Abandonment within the City of Boston is not yet a widespread problem as it is concentrated in limited sections of the City. However, there are several areas whose housing is essentially sound that now are experiencing rising levels of abandonment. It is feared that more extensive abandonment could arise in these areas causing needless loss of housing and disruption of stable neighborhoods.

Abandonment is the end product of a complex process which is related to institutional and governmental activity, neighborhood conditions, and general trends in the metropolitan economy. This application proposes to test a mix of public and private efforts to determine whether a modest investment now can defer or prevent decline in a neighborhood which is seriously threatened by it. While housing abandonment is the most visible sign of decline, the program recognizes that a wide variety of factors (which go well beyond housing) are present and must be treated.

The City of Boston is completing the design of a pilot program to prevent abandonment. Its basic thrusts are:

- improvement of public facilities and services;
- strengthening the financial position of the owner to enable him to adequately maintain his property;
- special programs to provide mortgage financing where the private money market is not functioning adequately; and
- the early identification and treatment of problem buildings.

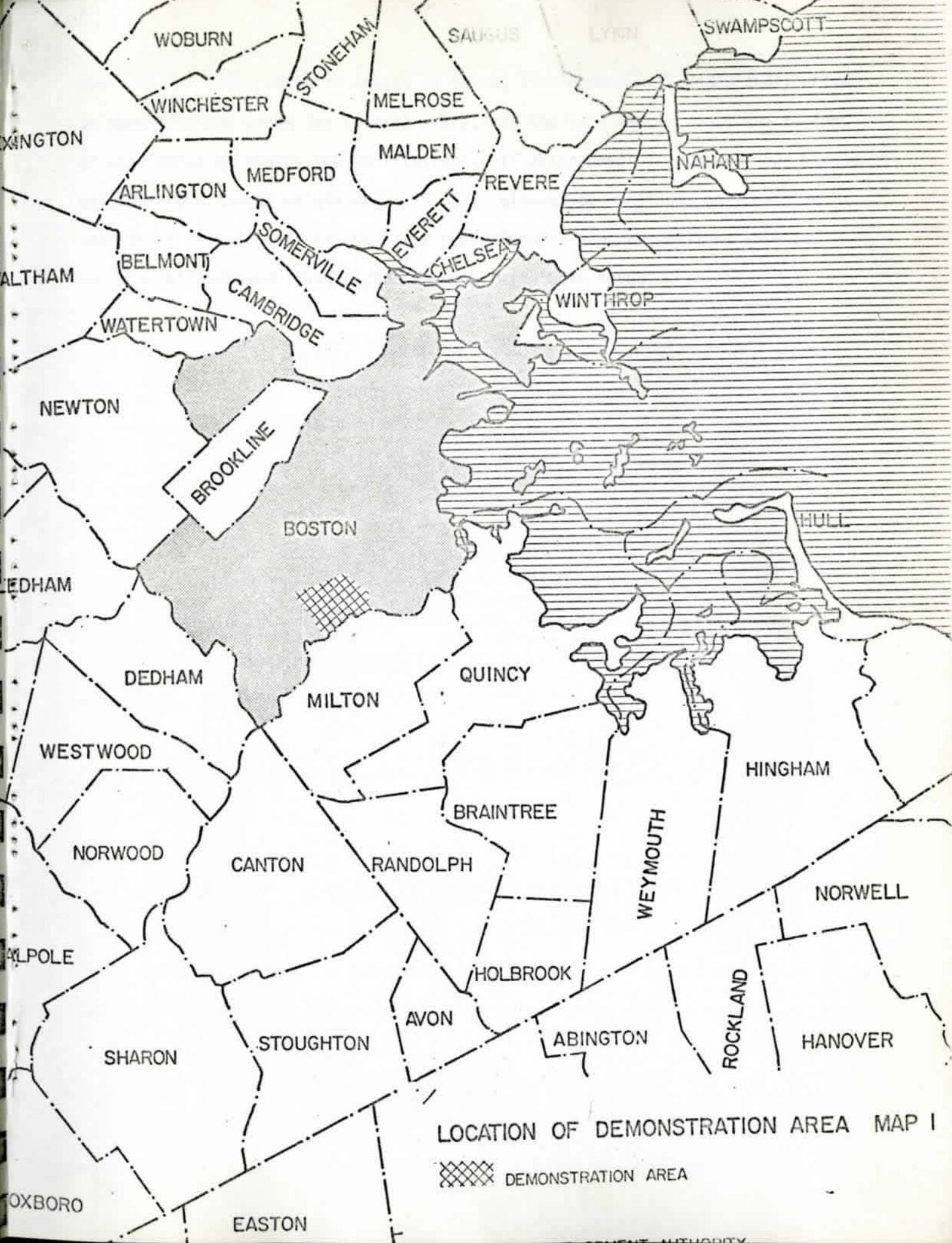
Details of the program elements are being worked out with City agencies, community groups in the proposed pilot area, and members of the financial community.

The Mattapan area has been selected as the pilot area for this program because:

1. It is in clear danger of abandonment. Mattapan lies directly in the path of relatively heavy abandonment that has moved southward from Roxbury through the Franklin area.
2. It is a strong community bounded by other strong communities. Although Mattapan has had problems due to the rapid rate of integration that has occurred in the last five years, it remains a sound community with a stock of substantial houses in good condition. Except at the boundary with the Franklin area to the north, Mattapan is bordered by residential communities of equal or better quality.
3. The ability of the present population to afford the cost of maintaining their housing. Median income in Mattapan is above that for the city as a whole. Only one tenth of the families are below the poverty level.

Studies now indicate that the economy of the City is growing rapidly after fifteen years of stagnation and decline. This growth is occurring in the area of finance and business as opposed to the former manufacturing base. The new growth means not only more jobs but better paying ones requiring higher skills and a better education. Economic growth plus the success of some major urban renewal programs will give Boston the first decade of population growth since World War II.

The economic stagnation that set the stage for abandonment is being replaced by economic growth. However, a lag of several years can be expected before this change reaches the sections of the city where abandonment could take place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SAUGUS
LYNN
SWAMPSCOTT
WINCHESTER
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MALDEN
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EVERETT
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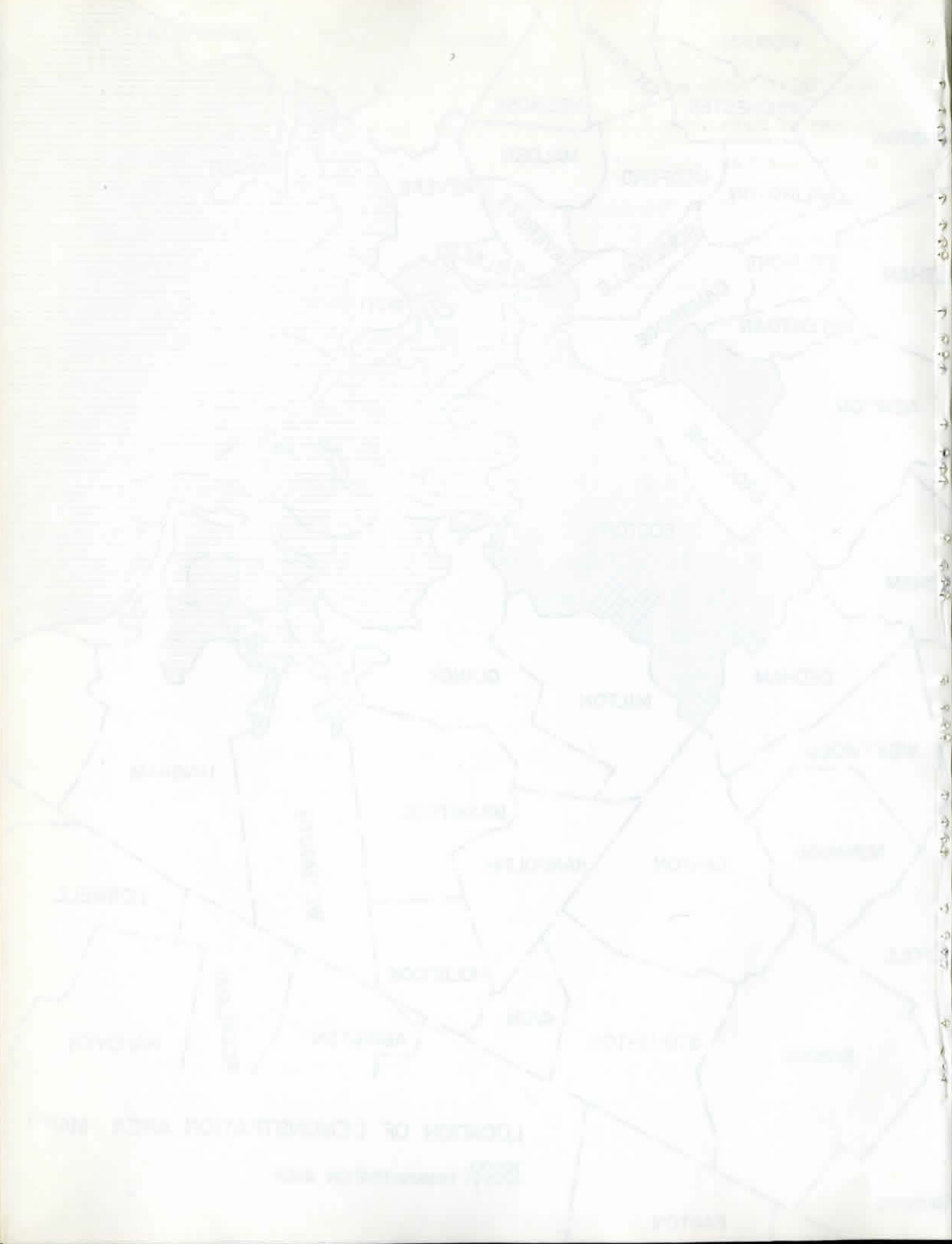
WESTWOOD
HINGHAM
BRAINTREE
WEYMOUTH
NORWOOD
CANTON
RANDOLPH
NORWELL
HOLBROOK
ROCKLAND
AVON
ABINGTON
HANOVER
SHARON
STOUGHTON
EASTON
LOCATION OF DEMONSTRATION AREA MAP I
DEMONSTRATION AREA



now. Unless early positive action is taken, abandonment will undoubtedly occur in many of these areas for several years, and the rate may increase due to loss of confidence by owners and institutions. If abandonment is stopped now, strong neighborhoods can be maintained. If it is allowed to continue, only massive investment on the scale of the early Urban Renewal programs will be able to reclaim neighborhoods that could have otherwise been saved.

II. THE ABANDONMENT PROBLEM

Abandonment is a serious problem in all of the older major cities across the country. Although the problem has reached serious proportions in limited areas of Boston, most of the City has experienced little abandonment to date. The City is aware of the rapid growth and spread of abandonment in such cities as New York and Detroit and is working on programs to prevent a similar tragedy from occurring here.

The abandonment we are primarily concerned about occurs when an owner decides it is no longer in his best interest to retain or transfer ownership in his property or is no longer able to meet the cost of that ownership. Often there are tenants living in the building at the time the decision is made. The same tenants may continue to live there or squatters may move in, keeping the "abandoned" building occupied for a while until the lack of heat or other major building system failure forces them out.

Building maintenance and upkeep in the rigorous climate of New England require continued attention and investment on the part of the owner. Experience indicates that even in the more stable areas of the city a building will rarely survive a winter in habitable condition without maintenance. In the less stable areas where the abandonment is largely concentrated, vandalism, lack of security, and fire quickly reduce abandoned buildino to an uninhabitable condition.

During the period of the 1950's and '60's when urban renewal was the mainstay of the country's urban programs, abandonment of residential buildings could be interpreted as a sign that progress against the great housing shortage

was being made; that the trickle down theory was correct and the creation of new housing for the middle and upper income level families was permitting even the poorest families to reject the worst existing housing. This type of abandonment would presumably result in large areas of the worst housing being left vacant by the normal market process and then available for acquisition, demolition, and reuse of the land for more new standard housing or other purpose. Such abandonment of the worst of the housing stock was seen as a blessing rather than a problem.

To a certain extent this kind of abandonment has taken place. In many areas it is the housing that is the most obsolete physically, or most poorly located, or most effected by adverse environmental conditions that is abandoned.

Unfortunately, abandonment as it is starting to occur in many sections of the city is not so selective. For a variety of reasons, which are discussed in greater detail in a later section, many houses in fair and good condition are abandoned along with or even ahead of their more deteriorated neighbors. This premature loss of good quality housing units affects the city in several ways. It ceases to supply decent housing. The city must board up and eventually destroy it. Abandonment removes the structure from the tax roles and decreases the value of the surrounding property.

Direct costs to the City for the demolition of abandoned buildings is in excess of one million dollars a year and is rising. More than that sum is spent fighting fires in vacant and abandoned buildings. Such buildings accounted for 18% of all structure fires in 1969. Abandoned buildings bring special problems for police as well. A six month study by the Boston Police Department in 1969 showed that in one section of the city, police averaged 3.5 arrests in or around each vacant structure.

A neighborhood requires continuous repair to its housing stock for survival. Property owners will not undertake capital investment if they doubt the neighbor-

hood's long-term [illegible], of most significance is the impact of abandoned buildings, both residential and commercial, on the remainder of the community's housing stock. The presence of derelict structures in the vicinity is enough to make the prudent owner think twice about making major investments to maintain or upgrade his property. Once the decision has been made to defer expenditures, the amount of money necessary to return the building to good condition can continue to grow until it becomes uneconomical and another abandoned building reconfirms the fears of the remaining residents.

III. ABANDONMENT IN BOSTON

A. Current City Efforts to Fight Abandonment

The city of Boston is currently involved in a wide variety of Urban Renewal, Neighborhood Rehabilitation, and city-wide and district planning programs designed to improve the quality of life in Boston and the economic level of the population.

These efforts are an overall attack on the basic problems of housing abandonment--lack of total housing demand and inability of real demand to support maintenance and upkeep costs of Boston's housing.

The City, through the BRA, its combined planning agency and redevelopment authority, has employed both federal and state urban renewal programs to bring new life to deteriorated and declining neighborhoods.

Closely related to protection of the quality of the housing stock are concentrated code enforcement areas. Three such programs have been completed in recent months. This program has proved very successful in maintaining housing conditions and fighting the "snowball" effect of a few dilapidated houses.

The BRA's District Planning Program works with residents of all of Boston's neighborhoods to resolve planning problems. These professional planners are in constant touch with the physical and social conditions of their assigned communities and are in a position to analyze conditions that might lead to neighborhood deterioration and abandonment and propose remedial action.

The District Planners work closely with Little City Hall Managers, representatives of the Mayor who have offices in each section of Boston. These "Little Mayors" monitor neighborhood needs and coordinate the delivery of public services. Problems in community services have been pointed to in the literature of abandonment as a likely contributing cause.

Throughout 1972 the Mayor's Office and the planning and research staffs of the Boston Redevelopment Authority coordinated on a major study of housing in the city. The result of this massive effort, which was funded under HUD's 701 program, will be more and better information than was ever available about the current nature and trends of Boston's housing. From this information, policy and program decisions will be made at the city, district, and neighborhood levels. The results of this study will be available in the spring of 1973 in time to input information on the dynamics of Boston's housing economy into the planning effort of the abandonment prevention program. This information will include not only the usual housing statistics but description and data on the workings of the mortgage, insurance, and real estate industries.

This housing study is, in turn, the first step in a major effort to produce a master plan for the city of Boston. This planning effort will focus attention on the residential sections of the city that was reserved in the previous master plan for the downtown area. In conjunction with City and Federal policy, citizen input will have a major impact in the planning process.

B. Location of Abandonment in Boston

To develop a theory of housing abandonment and to relate that theory to an implementable program of abandonment prevention activities, it is necessary to start with an analysis of available information on where and why abandonment is currently taking place.

Boston has not yet experienced the massive neighborhood wide abandonment

of buildings as seen in New York, Chicago, Detroit and other larger cities. All the same, there have been areas that have been very hard hit by abandonment, while others escaped with practically no residential abandonment at all.

The limited high abandonment areas are located in Roxbury and North Dorchester about three miles north of the Mattapan pilot area.

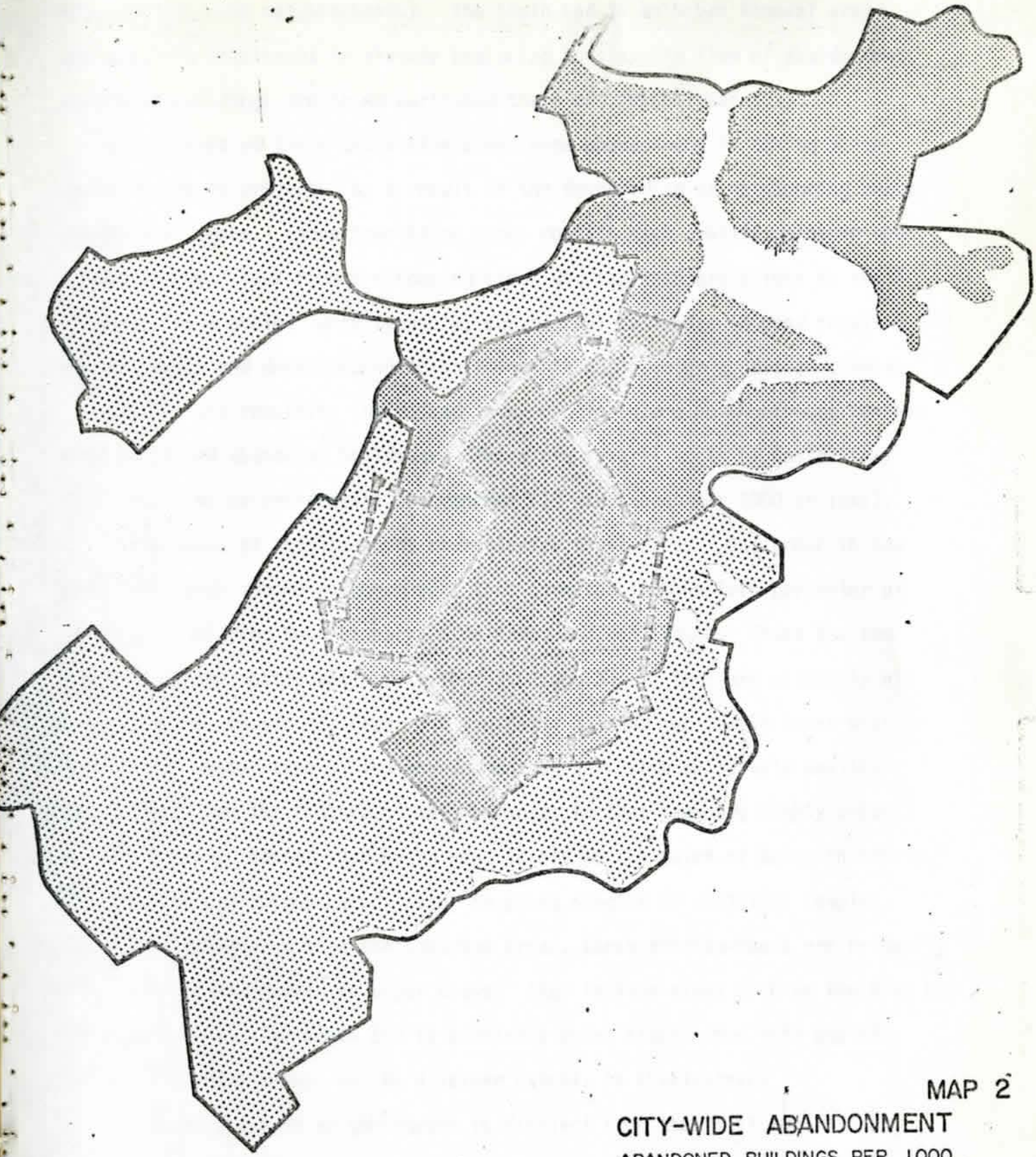
The area that has the highest rate of abandonment in the city closely coincides with what is generally considered to be the black and Puerto Rican ghetto of Boston. It includes much of Boston's designated Model Cities Area.

Abandonment is going on in this area despite the fact that in 1970 this area had one of the highest rates of overcrowding of all planning districts in the city. Of 17,175 housing units counted during the 1970 census, 2,234 or 13% were vacant. Of the occupied units 1699 or 10% were overcrowded. By 1973, abandonment had reached such an extreme that the scattered vacant lots and vandalized, burnt-out hulks of what were once homes and apartments reminded some observers of German cities after the end of World War II.

Social conditions are, like the housing conditions, among the very worst in the city. Total population of the area dropped 21% in the decade between 1950 and 1960, and another 21% between 1960 and 1970. During these periods the non-white population increased from 4,843 to 34,108 a rise of over 700%.

This area missed out on the growth in real income that most of the city enjoyed during the decade of the 60's. During this period the median income for families in the city as a whole grew by $1,927; but in the Model Cities area the growth was only $172, less than 10% of the city-wide average.

Surrounding and extending southward along Blue Hill Avenue to the northern edge of the pilot area is a section containing moderate abandonment. This section includes almost all of the Franklin district and portions of Dorchester. Moderate abandonment has also taken place in the South End (north of the



MAP 2

CITY-WIDE ABANDONMENT

ABANDONED BUILDINGS PER 1,000 RESIDENTIAL BUILDINGS

- B-BURG BOUNDARY
- 1-10 ABANDONMENTS
- 11-40 ABANDONMENTS
- OVER 40 ABANDONMENTS

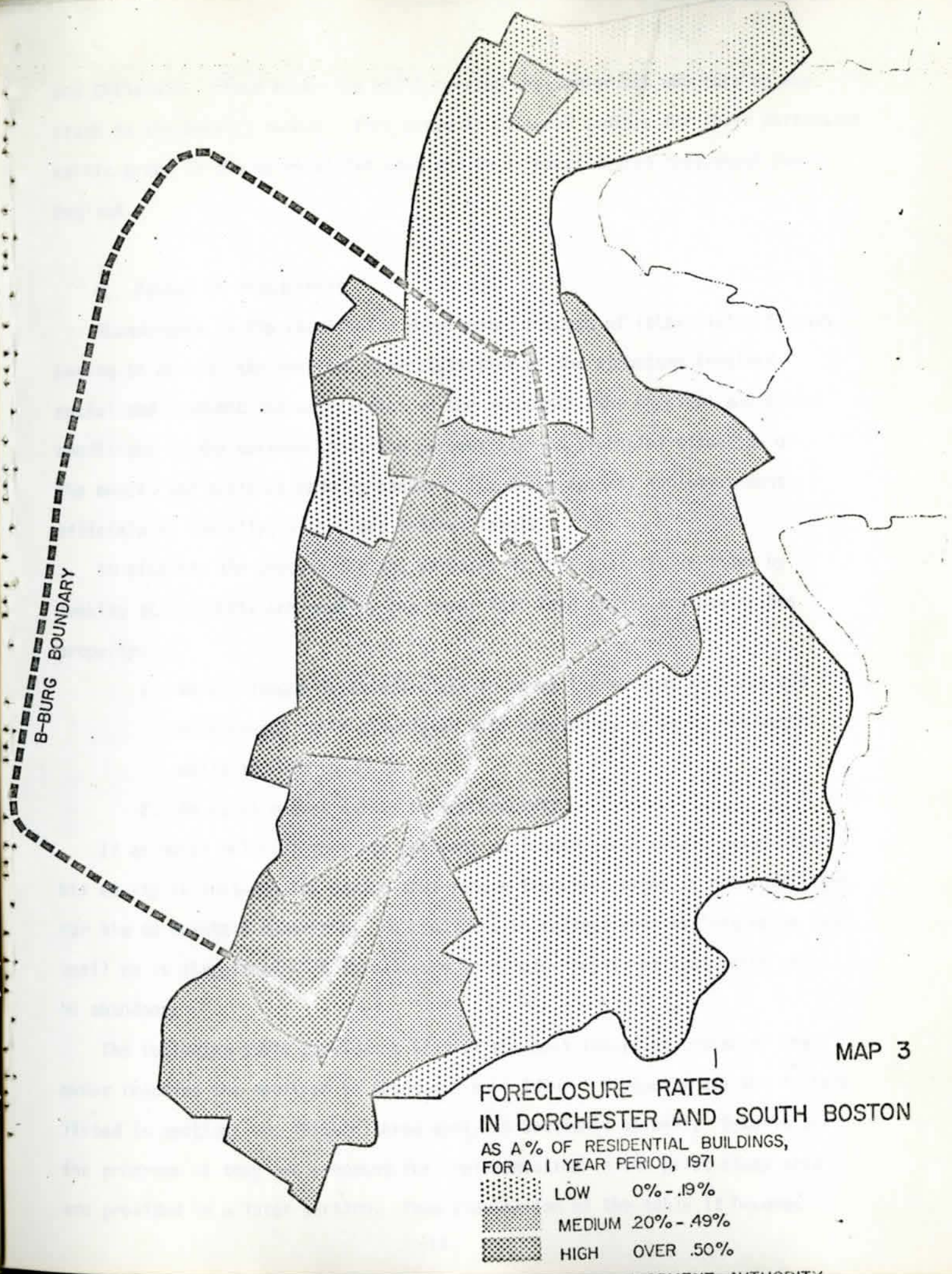
heavy abandonment neighborhoods). The South End is an Urban Renewal area where public investment is already beginning to stem the flow of abandonment. Abandoned buildings are being purchased there and rehabilitated.

In the rest of these transition areas some abandonment is taking place and more can be projected as a result of the downgrading of neighboring heavy abandonment areas. These transition zones contain high quality units in good condition whose loss from the housing stock and tax base are a loss to the community as a whole. Unfortunately, substantial buildings in good repair are abandoned and destroyed while buildings in much poorer condition survive.

Most of the remaining lower- and lower middle-income neighborhoods contain some scattered abandoned buildings. There are several areas of Boston that show little or no residential abandonment (10 structures per 1000 or less).

Three types of neighborhoods characterize these areas. One group is the relatively high income neighborhoods that form the southwestern perimeter of the city, including West Roxbury, Hyde Park, and Roslindale. These are the areas of Boston mostly aptly described as "suburban." They are virtually all white, and the housing is newer and typically one and two family homes with lawns. The second type of low abandonment area is also relatively wealthy but differs from the "suburban" neighborhoods in that they are highly urban, and the housing, rather than being new, is old to the point of being "historic." These inner-city neighborhoods cater to young singles or childless couples. While more integrated than the suburban areas, these neighborhoods are primarily white and heavily middle to upper class. They include areas such as the Back Bay and Beacon Hill. The South End is partially being transformed into one of these high-income areas, as, to a lesser extent, is Charlestown.

The third group of neighborhoods is distinct from the first two in that it is neither wealthy nor especially endowed with either urban or suburban amenities. These are the strong ethnic areas such as the Italian North End



MAP 3

FORECLOSURE RATES
IN DORCHESTER AND SOUTH BOSTON
AS A % OF RESIDENTIAL BUILDINGS,
FOR A 1 YEAR PERIOD, 1971

LOW 0% - .19%
MEDIUM .20% - .49%
HIGH OVER .50%

and Chinatown. These areas are still serving new immigrants who take up any slack in the housing market. They serve as cultural centers for their particular ethnic group in the metropolitan area and to a lesser degree throughout New England.

C. Causes of Abandonment

Abandonment is the result of a complicated process of interrelated factors having to do with the physical characteristics of the structure involved, social and economic characteristics of the occupants, the physical and social conditions of the neighborhood, the personality and financial situation of the owner, and policies made by bankers, insurance agents, and government officials at the city, state, and federal levels.

To simplify the process for the purposes of this analysis we start by looking at two decisions made by the owner that lead to his abandoning his property:

1. Rental income is insufficient to cover the various mortgage and maintenance costs associated with ownership, or it is not worthwhile for him to do so.
2. No sales market exists on the property.

If an owner believes that his property no longer has a resale value--that his equity is lost--he may decide that return from rent alone is not sufficient for him to maintain ownership. He continues to collect rent as long as he can until he is threatened with foreclosure or a major repair bill at which point he abandons.

The following table provides a list of the most important causes of the owner reaching the decision to abandon his building. Virtually all the factors listed in sections one through three apply to Section 4 as well. Details for the programs as they are proposed for implementation in the pilot study area are provided in a later section. From examination of the table it becomes

PROBLEM	PRIMARY CAUSE	PROPOSED REMEDIAL PROGRAM
1. No one wants to live there:	Environmental	
	a. inaccessible	N.A.
	b. unsafe neighborhood	Police-Community Relations
	c. unstable neighborhood (racial, economic change)	N.A.
	d. lack of public facilities and services	Public Services Board
	e. poor schools	New community school
	f. lack of community services	Blue Hill Avenue Improvements and Small Business Development Center
	g. blighting factors (including other abandoned buildings)	Abandoned buildings' identification, sealing, rehabilitation, or demolition
	Structure	
	h. obsolete design and/or equipment	Mortgage credit delivery system - NHS
	i. poorly maintained	Rehabilitation loans - NHS
	j. basic costs make real or inputed rent too high	NHS - housing counseling and loan consolidation
	k. building unsafe	Emergency repairs, mortgage credit delivery system
	l. does not fit needs of market	NHS rehabilitation counseling
2. Building not usable:		
	a. fire	NHS emergency repairs
	b. vandalism	Prevention: Community Citizens Alert Network, Drug Education, Crime prevention seminar.
	c. legal problems (will in probate, law suits, etc.)	NHS - counseling
	d. failure of major housing system (roof, heat, water, etc.)	NHS Emergency Loans and Repairs
3. Owner cannot afford housing costs:	a. Mortgage and related payments are too large	NHS credit counseling, refinancing assistance
	b. Lack of experience as a home-owner and/or landlord	NHS counseling and training programs

PROBLEM	PRIMARY CAUSE	PROPOSED REMEDIAL PROGRAM
	c. High repair costs due to deferred maintenance	Mortgage credit delivery system and rehab counseling
	d. Change in owner's income	Mortgage Refinancing
	e. Increase in taxes or assessment	City-wide Austerity Program
	f. Strong code enforcement program	NHS related code enforcement program
4. Lack of buyers:	Generally includes all of the above reasons (1 through 3), plus:	
	a. mortgages not generally available	Major program aim is to increase investor confidence
	b. insurance not available	City work with insurance industry
	c. fixed costs too high (heat, taxes, insurance, etc.)	NHS - financial counseling

apparent that there are four major areas in which action must be taken to reduce the impetus for buildings to be abandoned. The large degree of interrelation between the various causes indicate that an effort directed at only one or a few of the causes will h1ve little chance of succeeding. To concentrate on improving the physical structures without attacking problems in the provision of community services will most likely be as futile as the opposite approach. For that reason we are proposing a four prong approach.

D. Economic and Social Factors Related to Abandonment

The preceeding section examined some of the particular causes of residential abandonment as viewed by the homeowner making a decision about a particular piece of property. Although that homeowner may not actually be aware of it, the factors effecting his decision largely, but by no means entirely, are controlled by economic and social conditions of the city, the metropolitan area, and even the nation as a whole. This section reviews the large scale trends of the economy and population of Boston and its metropolitan area (SMSA) as they relate to present and future levels of housing abandonment.

Until recently, the word that best seemed to characterize the Boston economy and population was decline. Following World War II the manufacturing based economy rapidly declined as textiles, shoes, and other industries that had been the mainstays left in search of cheaper labor markets or closed in the face of foreign competition.

Population decline followed the decline in manufacturing, particularly for the central cities. In Boston, as in a large number of cities throughout the country, new roads and increased automobile ownership resulted in an exodus of middle and upper income families. Only the influx of unskilled blacks kept the population of the city from dropping even more precipitously. As shown in the following table, Boston's population dropped by over 20% in the 1950 to 1970 period.

Percent Population Change by Decade for Boston by Color

Percent Change	Decade 1950 - 1960	1960 - 1970
Total Population	-13.8	- 7.1
White Population		
Non-White Population	+ 59	+ 71

The influx of non-white families made the statistics of population look less grim but did little else to reduce the effects of the decline. As compared to the white families they were replacing, the non-white families that made up increasing proportions of the city's population during the 1950's and 1960's were poorer, less educated, and created a larger demand on schools and other social service resources.

Because many of the non-white immigrants were from rural areas and not used to urban living, they placed a heavy burden on the housing stock.

Economic evidence now indicates that Boston's economy is completing a transformation from a manufacturing economy to a service and business economy.

Boston today has the same number of jobs that it had 25 years ago. But, whereas employment was declining in the late 1940's and the 1950's, with steady losses in manufacturing and trade, jobs have been rising since 1963. The growth of new high-grade service activities has more than replaced the continued loss of jobs in manufacturing with jobs that are not only different but better, paying higher wages, and producing more output per employee.

Studies prepared by the BRA Research Department show the extent of the changes in the structure of the economy that took place between 1960 and 1970. Employment in finance and insurance and services increased their share of total employment by 26% and 27%, respectively. The percent of workers employed in manufacturing decreased 31% in the same period.

The now business and service orientated Boston economy is in an excellent

and better employed. Despite this growth, Boston will continue to house the vast majority of the low income residents of the metropolitan area.

The metropolitan area around Boston has been experiencing much the same sort of transformation as the City itself. Because the suburban area had played a much more minor role in the manufacturing economy, it has suffered relatively less job loss during the transformation process. During the 1960-70 decade the Boston Metropolitan area grew by 250,000 jobs or 25%. This growth, like the City's, was largely in service and professional fields. During the same period, there was a loss of 50,000 manufacturing jobs.

The economy for the metropolitan area is expected to grow by $10 billion in the decade of the 70's. This growth will be accompanied by a population rise of 10% or 3 million people.

E. Proposed Program Focus

On the basis of the information summarized in the previous two sections, the City of Boston is designing a program to prevent abandonment in areas that are not now heavily blighted by abandoned buildings.

The abandonment prevention program is based on the concept that the underlying forces, that have resulted in the abandonment of housing in good condition, particularly economic and population decline, have reversed themselves. Government action is needed to:

1. Preserve the existing housing threatened by imminent abandonment and
2. Convince homeowners, banks, insurance companies, and other factors in the abandonment process that the city and its citizens are capable and willing to maintain the existing housing stock.

The joint city-community program to fight abandonment in the Mattapan area will center around the goals of:

1. Upgrading the quality of neighborhood services so that the moderate

income families will view it as an attractive and safe place in which to live and bring up their children.

2. Improving the financial situation of the owner occupants so that he is able to maintain his home in decent condition.

Goal number one requires an effective city-community program to maintain and increase the safety and quality of the neighborhood environment. All possible city effort, even if supported by state and federal monies, will not be able to create the necessary community conditions to retain residents who could afford to move out, if the residents themselves are not emotionally attached to their neighborhood and actively concerned with its preservation. Fortunately, Boston has historically been blessed with strong feelings of neighborhood pride. On the other hand, the strongest community group is reduced to helplessness before a wide variety of problems if it cannot count on rapid, effective, and coordinated responses from the various government departments and agencies.

During the initial planning period of the proposed program, the Mattapan Community Council working closely with the local Little City Hall, BRA, and other city agencies will plan specific strategies for improving the living environment in the Mattapan area. Areas of concern for this task force will include, but not be limited to: public safety, education, community and commercial facilities, and street cleaning.

Emphasis during these meetings will focus on practical programs (and modifications of existing programs) obtainable within the City's budget. Commitment of special funds (Federal, State, Foundation, etc.) will be limited to capital or other one-time start-up costs.

The City proposes to establish a Public Services Board to promote communication between the City operating departments and local residents. The residents will be involved in a process of rating city services and deciding on service priorities. Since security has been an important issue in Mattapan,

the City will apply for a Safe Streets Act grant to finance a Police-Community relations program in the demonstration area.

Goal two will require a variety of programs to deal directly with the financial and management problems of homeowners. These include:

- lack of ownership experience and management skill
- high cost of repair services, legal services, etc.
- lack of information on present and future of sales and rental market
- inexperience in financial analyses (determining if a property can support a given mortgage, etc.)

Special attention will be given to attracting and maintaining high quality resident landlords for the area's numerous two, three, and four family homes. The owners of these buildings have special problems because they are by definition small businessmen who operate without the expertise and purchasing power of the large reality trusts. Resident landlords are also an important element in the preservation of a neighborhood. As long as the people the landlord rents to are not only his tenants but his closest neighbors, he will select them with care for how they will affect the neighborhood.

Other problems will undoubtedly come out during the initial program planning period which will involve owners and the people they deal with (bankers, plumbers, lawyers, real estate agents, tenants, etc.), as well as housing experts from the city and state governments and the local universities.

The planning period will be utilized to gather data on these problems, develop solutions, and design programs for delivering and financing needed new services. Housing service models in operation in other cities such as Cambridge and Pittsburgh will be evaluated for relevance to the Mattapan situation.

There will be a major effort to deal with abandonment before it occurs. This will involve systematizing the manner in which the City can identify

buildings with a high potential for abandonment. This will allow the City to deal with possibly salvageable housing rather than with burnt-out shells. Rehabilitation or demolition could then take place without the current 4 to 6 year delay caused by current tax foreclosure procedures.

IV. CRITERIA FOR SELECTING PILOT AREA

An appropriate area for a demonstration program to prevent housing abandonment must have two general characteristics: (1) be an area where abandonment is very likely to occur in the near future; and (2) be an area where timely appropriate action is likely to succeed in preventing abandonment.

The Mattapan section of Boston is just such an area. It is threatened by external forces, but it has certain internal strengths:

A. It is an area which is in imminent danger of more intensive abandonment but not yet severely impacted by abandonment.

Indicators to predict future abandonment and neighborhood decline are limited, but all available information shows that Mattapan is seriously threatened.

1. Mattapan is next in line on the established path of neighborhood decline and heavy abandonment in Boston. In the past 15 years, blight has progressed down Blue Hill Avenue from Roxbury, past Grove Hall and Franklin Field, and has recently become serious as far south as Morton Street, the northern boundary of the pilot area.

2. Mortgage foreclosures are increasing. A recent study by the University of Massachusetts and the B.R.A. found that foreclosures by banks and the F.H.A. had recently increased. The rate of foreclosure in the pilot area is not yet as high as in neighborhoods to the east; however, banks are getting nervous about the area. A BRA telephone survey of banks and real estate agents in November, and December, 1972, indicated that new mortgages are difficult to obtain in Mattapan.

3. Actual abandonment in the pilot area is low, but showing some increase. In February 1973, preliminary study of abandonment city-wide found that 5 buildings in the study area were abandoned during 1970 and 1971 period, while 15 were abandoned in 1972. Abandonment was substantially higher to the north, but virtually non-existent to the east and west, and to the south in Milton, an upper-middle class suburb.

4. The ward in which Mattapan is located (Ward 14) experienced 91 tax foreclosures during the period 1950 to 1971. Of these, 35 occurred in the last four years. In the same four-year period ward 11 in the high abandonment area north of Mattapan recorded 63 tax foreclosures. During 1971 there were 12 foreclosures, the highest number in any year studied.

It is an area with some inherent strengths, which with limited government assistance stands a good chance of surviving threatened neighborhood decline and abandonment.

Mattapan is still a pleasant, primarily residential community. It has a number of characteristics that will contribute to the success of a Program to strengthen neighborhoods and prevent abandonment.

1. It is well established, and is recognized as a community throughout the metropolitan area. It has a center, Mattapan Square, with its own Little City Hall (branch of the Mayor's Office of Public Service).

2. It has community spirit, and strong community groups. On January 30, 1973, the Boston Globe printed an article which was very pessimistic about the future of Mattapan. Community reaction was swift and effective. Less than a week later, the Globe apologized in print, and sent four editors including the editor in chief to a meeting called by several community groups. The

editor in chief personally apologized and promised to work with community groups to stress the positive aspects of Mattapan in future issues of the Globe. A series of articles on the Mattapan-Globe controversies appear as appendix A.

3. Mattapan is surrounded on three sides by solid residential neighborhoods with a minimum of abandonment and decay. The task of the demonstration program would therefore be to maintain the most threatened portion of a much larger sound area, rather than building a sound enclave in a sea of deterioration.

4. The housing stock consists primarily of structures that are appropriate for owner occupancy which contributes greatly to continuous maintenance and neighborhood stability. 75 percent of residential buildings contain 4 units or less.

5. Owner-occupancy is high; approximately 85% of 1 to 4 unit structures in Mattapan are occupied by the owner. The task of the demonstration program would be to maintain or increase this percentage. A decline in owner-occupancy has preceded abandonment in neighborhoods to the north.

6. The housing in the area is presently in good condition. The 1970 census reported only .01 percent of housing units in the area as lacking complete kitchen and plumbing facilities. As mentioned above, few are abandoned. 20 buildings were abandoned in three years, out of a total of approximately 7,000; this rate of .3 percent compares favorably with rates of approximately 2 to 4 percent in neighborhoods directly to the north, and as high as 12 to 14 percent in the center of Boston's abandonment area, about 3 miles to the north of the proposed pilot area. Although most of the housing is of frame construction and was built 30 to 70 years ago, it was soundly constructed for middle class residents

and has been well maintained. Many years of useful life remain for this housing if it continues to be well maintained.

7. Both owners and renters have sufficient income to pay for good maintenance. The median annual income in the pilot area in 1970 was about $9,600. Only 7% of the population was below the poverty level. Mattapan does not need extensive major rehab programs, interest subsidies or housing allowances to permit tenants or owners to remain in the rehabed units. Mattapan does need a program to encourage normal investment in maintenance and fix up, with modest expenditures financed at regular bank interest rates; such a program would keep monthly housing costs well within the reach of almost all of the present population.

V. CHARACTERISTICS OF THE PROPOSED PILOT AREA

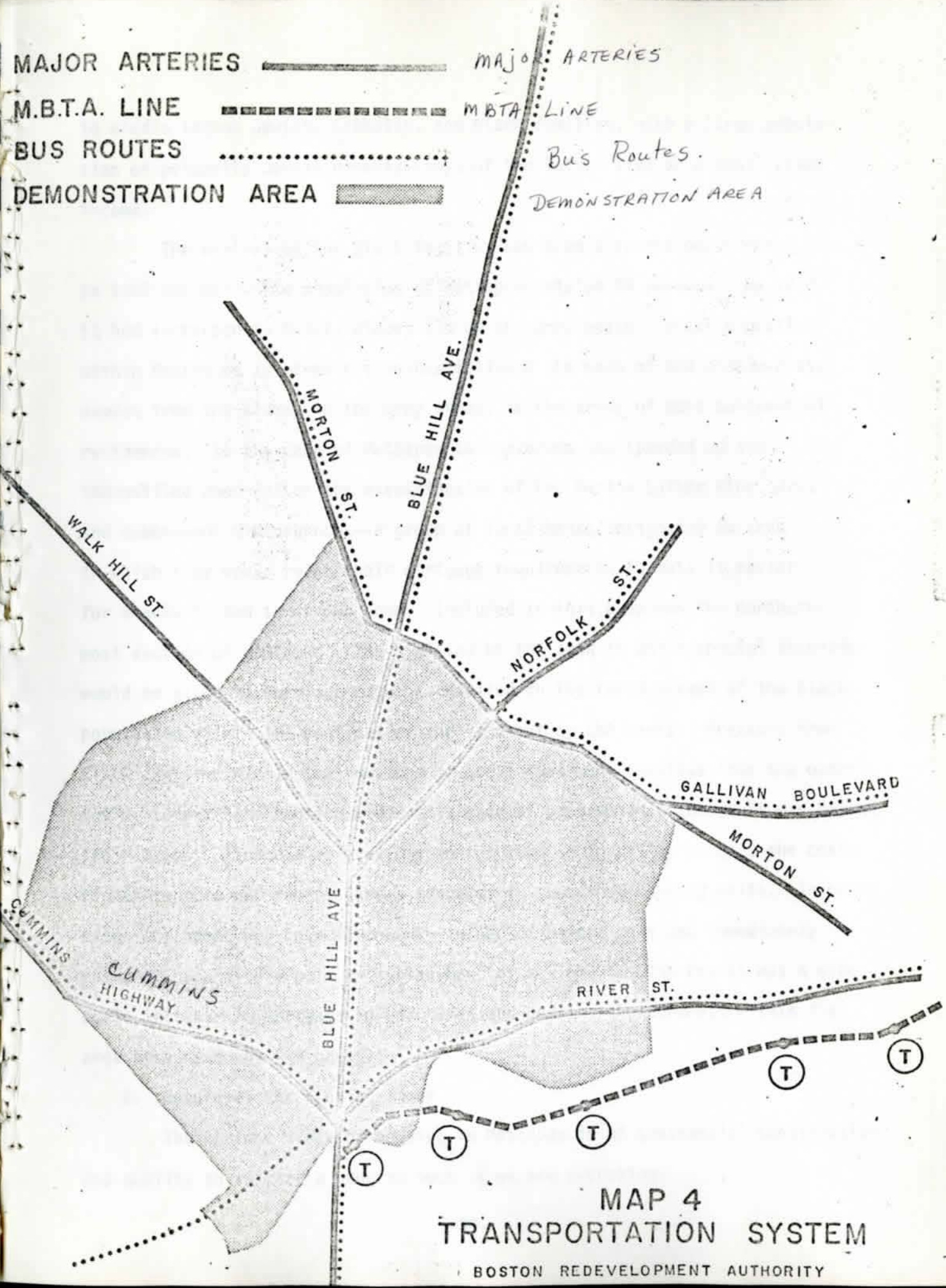
A. General Description

The area which best meets our pilot area study criteria is Mattapan, a predominantly residential area with a population of about 20,000 living on 900 acres. Mattapan is bounded on the North by Morton Street, on the East by the Boston Sanitorium, on the South by the Neponset River and on the West by Cummins Highway and Harvard Street.

It's located on the southwest side of Boston between two of the major north-south streets of Boston. Blue Hill Avenue splits the community east-west and is the site of the largest concentration of commercial activities in the area, Mattapan Square. Dorchester Avenue just to the east of the area provides direct access to downtown.

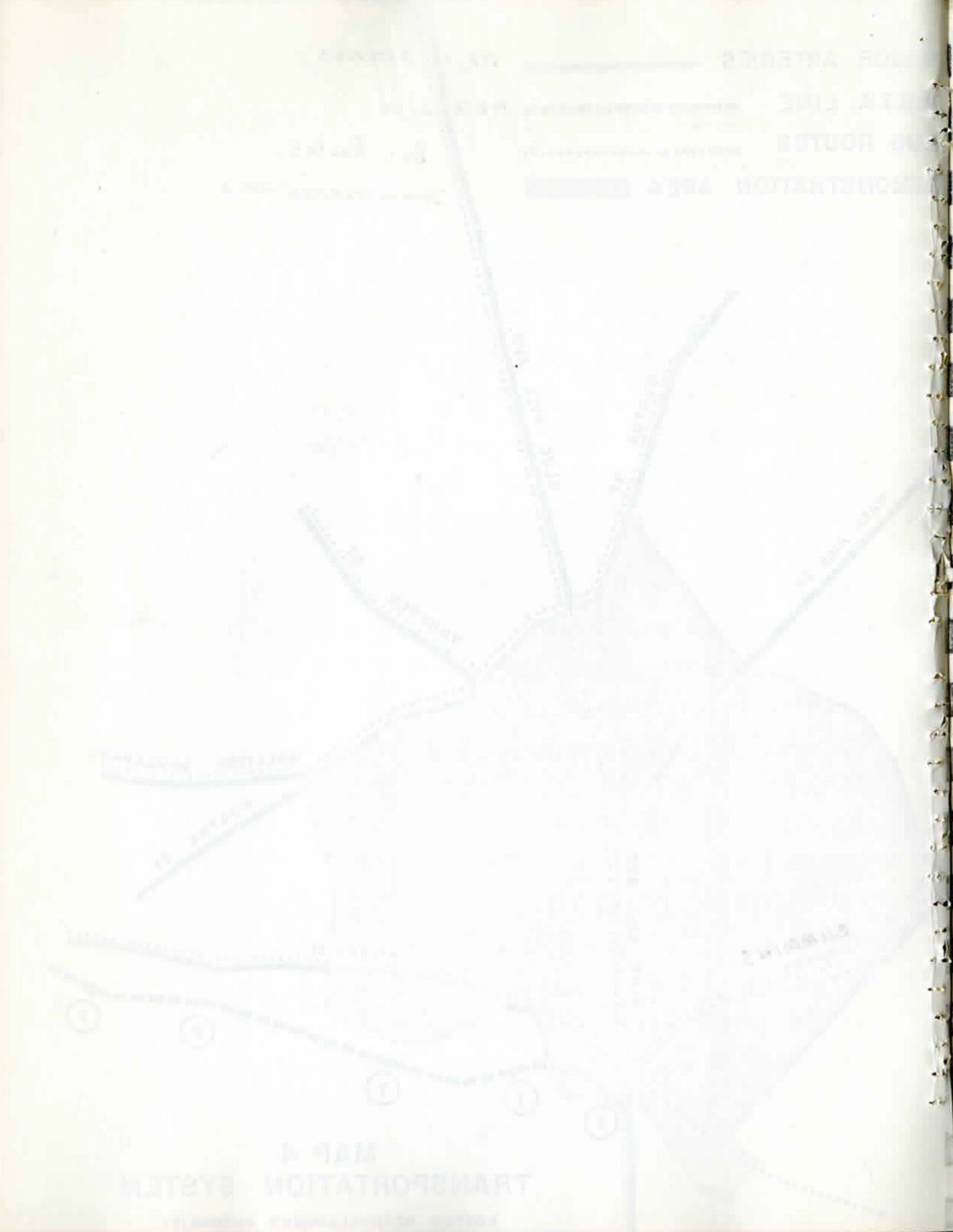
Historically these two routes provided the major road connection between downtown Boston and the southern suburbs. The construction of the Southeast Expressway in the 1960's provided a relatively high-speed route opening still more distant areas to Boston based residential development.

Residential development of Mattapan started in the last quarter of the 19th century as economically successful families migrated out Blue Hill Avenue from the crowded Dorchester area. With the opening of the expressway, Mattapan found itself farther from downtown Boston (in terms of driving time) than many suburbs with newer housing and other facilities and lower taxes. This reduction in the relative convenience of the community coincided with a slow down in growth. Today the population is a mixture of lower middle



MAP 4
TRANSPORTATION SYSTEM

BOSTON REDEVELOPMENT AUTHORITY



to middle income Jewish, Catholic, and Black families, with a large population of primarily Jewish elderly--most of the latter live on a small fixed income.

The arrival of the Black families has been a recent occurrence. In 1960 the non-white population of Mattapan totaled 69 persons. By 1970 it had increased to 5,372, almost 23% of the population. Black migration within Boston as in other cities has followed the path of the middle-class exodus from the slums, to the grey areas, to the areas of more substantial residences. In the case of Mattapan this process was speeded up and intensified when--after the assassination of Dr. Martin Luther King, Jr., and subsequent disturbances--a group of local banks designated an area in which they would relax their mortgage requirements to make it easier for Blacks to own their own home. Included in this area was the northernmost section of Mattapan. The limiting of the area in which special attention would be given to mortgage request resulted in the rapid spread of the Black population within the confines of the line set by the banks. Pressure from Black families within the area was so great that many families took the opportunity to purchase housing under this special program even though it was beyond their means. Financial overextension resulted in inability to meet the costs of maintenance and repairs and a tendency to overcrowd housing units. In some cases the homes had been improperly inspected before sale and immediately required expensive repair or replacement of equipment. The result was a wide-scale increase in mortgage foreclosures and housing abandonments within the area designated by the banks.

B. Nature of the Housing Stock

The current stock of housing in Mattapan is of substantial construction and quality to warrant a program such as we are proposing.

In 1970, the U. S. census counted 6,994 residential structures in Mattapan (census tracts 1010 and 1011). More than half of these (55%) had been built before 1939. One quarter were built between 1940 and 1959. The remaining 20% were constructed since that time.

Despite the fact that more than half the structures were constructed before World War II, Mattapan is a relatively young neighborhood for historic Boston. Overall the housing was solidly built and has been well maintained.

The existing stock is well suited for a program based on maintaining owner occupancy. Housing is predominantly one and two family homes on separate lots, except in the northernmost portion where there are a large number of three deckers - 3 story wood buildings with an apartment on each floor. Three deckers are a dominant building form in the Franklin Field area just north of Mattapan. Of the 6994 structures, 75% contain four units or less. Only 3.5% have 50 units or more. Over 18% are single family homes.

As of 1970 between 84% and 88% of the structures containing one to four dwelling units were owner occupied. This is slightly better than the city average of 80%. Owner occupancy is higher in the south and declines toward the central city and the Franklin section where high abandonment and other social problems are prevalent. Median family incomes, median values of owner occupied units, and median rents are all slightly higher in the southern portion of the area than in the northern.

C. Trends In Economic and Employment Activities

1. Commercial Areas

The major retail centers in the proposed demonstration area include stores along Blue Hill Avenue clustered at Mattapan Square, Walk Hill Street and Morton Street. Mattapan Square, located at the southern

end of Blue Hill Avenue, is the largest commercial area.

Stores in Mattapan along Blue Hill Avenue attracted a significant number of shoppers at one time. However, high speed traffic bisecting Mattapan Square, lack of parking, security problems, store obsolescence, outward shift of population to suburban areas, competition with newer automobile-oriented shopping centers, lack of easy pedestrian access between the existing parking and stores, and a decline in physical attractiveness of the neighborhood in recent years have threatened the commercial viability of stores in Mattapan.

Despite this trend, small businesses can still retain advantages through their unique location and ability to provide personalized service and specialty goods, reflecting the unique tastes and preferences of local residents.

With the construction of the new shopping malls, with their specialized pedestrian spaces and large parking lots, there was a definite departure from the normal shopping patterns. Mattapan Square, once a dynamic commercial area, is in danger of following the demise of many nearby strip commercial areas. To combat this, the City proposes to make public improvements to Mattapan Square to adapt it to current shopping patterns before it too becomes a row of abandoned and burnt-out stores.

2. Industrial Areas

Industrial activities are located on isolated sites along the Penn Central Railroad. These activities are very limited and are mostly construction supply related. These areas do produce minor traffic problems to the abutting residential areas. In general, they appear to be reasonably compatible to the abutting residential neighborhoods.

3. Employment Activities

Over the past decade, there have been substantial shifts in income, labor force and employment characteristic of the residents of

Mattapan. Unemployment was 2 percent lower in 1970 than in 1960. While the total population of Mattapan increased 8 percent (see Table 1), its male labor force decreased 5 percent and the female labor force increased 58 percent. This large increase in working women reflected both a city-wide trend towards more women working and the outmigration of women of child-bearing age in southern Mattapan leaving predominately working women behind.

These shifts in the composition of the labor force are also reflected in employment trends. There has been a decrease in employment in construction, manufacturing, wholesale and retail trade. On the other hand, there has been a substantial increase in persons employed in health, educational and other professional and related services. There were modest increases in employment in transportation, communications, utilities, public administration and other industries. The decrease in persons employed in retail and wholesale trade runs contrary to city-wide trends but reflects the outmigration of Jewish persons who were disproportionately employed in these industries. The shift from employment in construction and manufacturing to health, educational and other professional services reflects city-wide and national employment trends.

Median family income in Mattapan have continued to remain above those for the City of Boston as a whole. As shown in Table 2, between 1960 and 1970 median family income rose from $7,520 to $8,355 (in 1970 dollars) in the Wellington Hill section of Mattapan. In the southern portion of Mattapan, there was an even more substantial increase in median family income from $8,010 to $10,578 per year. The increase in family income has been greater than the inflation in the cost of living. There now exists a larger surplus purchasing power and a greater ability to maintain the existing housing stock.

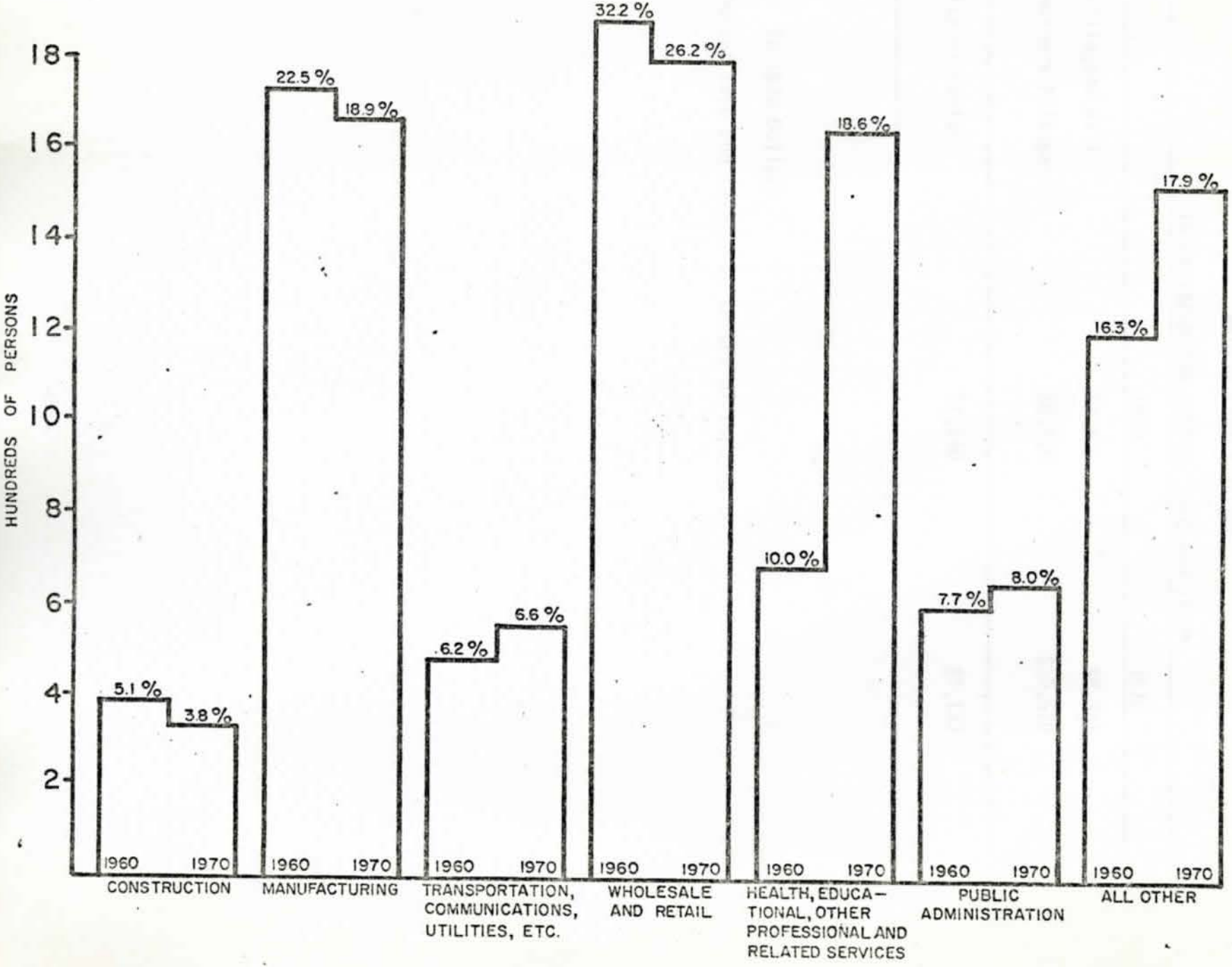
TABLE I

Mattapan Population and Labor Force, 1960 & 1970

	1960	1970	% Change
Population	19,086	20,617	+8.0
Labor Force			
Male	5,521	5,245	-4.9
Female	2,534	4,013	+58.3
Labor Force As a Percentage Of Population	42.2	44.9	+2.7
% Unemployed	5.4	3.4	-2.0

Source: 1960 and 1970 U.S. Census of Population

EMPLOYMENT COMPOSITION IN MATTAPAN, 1960 AND 1970



SOURCE: 1970 U.S. CENSUS OF POPULATION

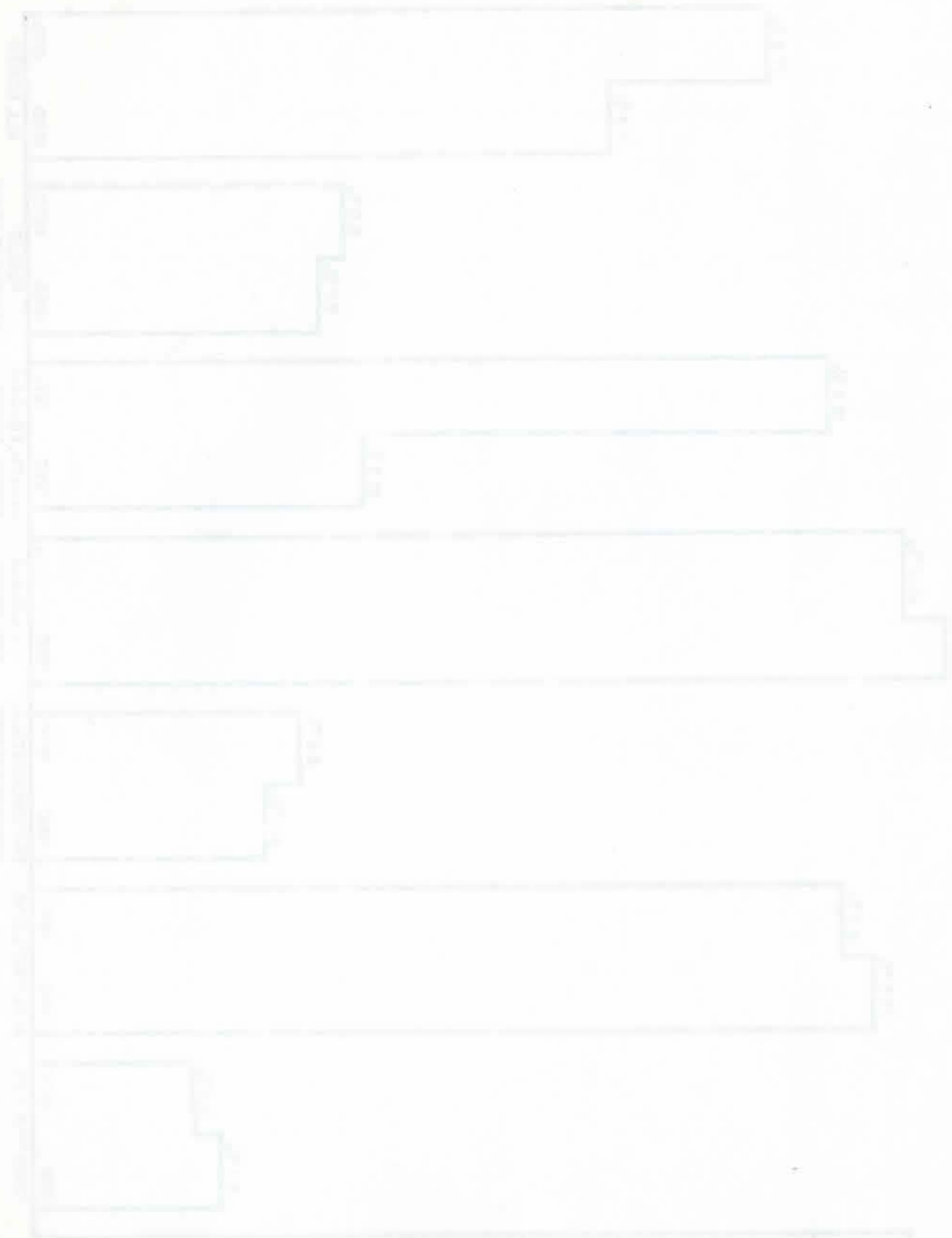


TABLE II

MEDIAN FAMILY INCOME

IN MATTAPAN AND BOSTON, 1960 and 1970*

	1960	1970
Wellington Hill	$7,520	$8,355
Southern Mattapan	$8,010	$10,578
City of Boston	$7,240	$9,133

* In 1970 Dollars

Source: 1960 and 1970 U. S. Census of Population

The median family incomes of Black families are higher than total median family incomes in Mattapan (see Table 3). This is caused by the recent immigration of upwardly mobile Black families and the remaining white families and elderly who could not afford to move to the suburbs. Almost one-fifth of the households living in the Wellington Hill and one-twentieth of those in southern Mattapan had incomes below the poverty level in 1969. Again, a smaller proportion of Black families were below the poverty level in Mattapan.

As shown in figure 2, the majority of Mattapan's work force are clerical, service sales, technical/and professional workers or craftsmen and operatives. A greater proportion of Mattapan's workers are clerical workers or operatives than the City as a whole. Fewer of Mattapan's labor force are professional, technical, service and private household workers than the City as a whole.

TABLE III

POVERTY IN MATTAPAN, 1970

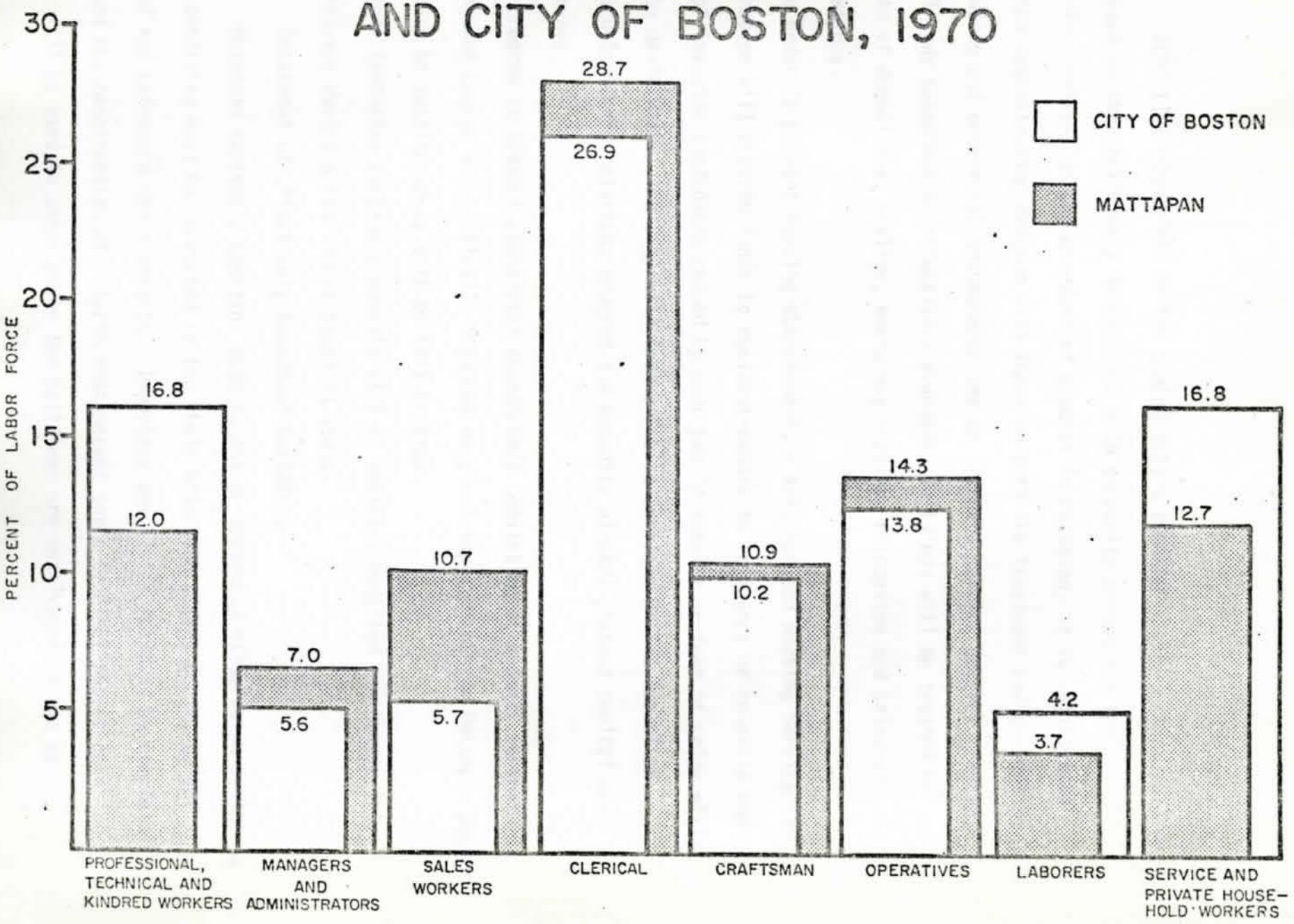
	Southern Mattapan	Wellington Hill
Median Family Income	$10,578	$ 8,355
Median Black Family Income	$10,667	8,587
Percent of Total Households Below Poverty Level*	6.9%	14.6%
Percent of Black Households Below Poverty Level	--	14.1%
Percent of Households Below Poverty Level that are Renters	88%	100%

Source: 1970 U. S. Census of the Population

* Poverty as defined by the U.S. Bureau of the Census in the 1970 U. S. Census of the Population.

FIGURE 2

OCCUPATIONAL COMPOSITION IN MATTAPAN AND CITY OF BOSTON, 1970



SOURCE: 1970 U.S. CENSUS OF POPULATION

VI. TENTATIVE COMPONENTS OF THE DEMONSTRATION PROGRAM

Based on the preliminary discussions with community groups and the preceding analysis of the abandonment process in Mattapan, it is anticipated that the demonstration program will focus on both the treatment and prevention of housing and commercial abandonment and an improved service deliver program.

Already abandoned or effectively abandoned buildings will be treated by program of demolition, sealing, emergency repairs, relocation and selected renovations.

In order to prevent housing abandonment, a Neighborhood Housing Service (NHS) corporation will provide funds to resident-owners to refinance or renovate homes. Lack of investor confidence caused by poor public service or fear of crime will also be dealt with. The City will form a Public Services Board, establish a Police-Community relations program and expedite already planned capital expenditures.

A program to prevent commercial abandonment consisting of a Small Business Development Center and publically financed physical improvements to Mattapan Square will also be instituted as part of this program.

These tentative program proposals will be refined, modified and shaped into alternatives during a four month planning stage.

A. Treatment of Effectively Abandoned Buildings

Mattapan currently contains some vacant or seriously dilapidated buildings whose condition must be corrected to top their blighting effect on the neighborhood and safeguard their tenants. Immediate demolition followed by complete fill and the construction of interim vest pocket parks or other public open spaces will be used in cases where the buildings are unsalvageable due to

fire damage, structural flaws, etc., but clearly this treatment must be limited.

The bulk of the effectively abandoned buildings will be totally or partially occupied and will be suitable for moderate rehabilitation. The high costs of rehabilitation (approximately $12,000 to $20,000 per unit) and relocation expenses involved in such gut rehabilitation make such work unfeasible without subsidy writedown of these costs. The proposed demonstration project budget, therefore, includes $50,000 for temporary relocation and $200,000 for acquisition and demonstration rehabilitation stipends to make such rehabilitation of approximately 20 buildings feasible. The rehabilitation work could then be financed under federal, state or private financing programs.

These properties will be made available for sale to strong moderate income resident owners who qualify for federal insurance and/or loans. The second unit could be rented at market rates and the third unit be leased under a leased housing subsidy through the Boston Housing Authority in order to assimilate such low income persons into the community while helping to carry the owner's mortgage.

In addition to these permanent treatments, the demonstration program will supply temporary remedies for both the vacant and occupied buildings abandoned by their owners. Vacant buildings judged as suitable for rehabilitation will be bricked or boarded up immediately as a relatively simple action which will reduce the hazards of such buildings and provide tangible evidence of the presence of city action. Similarly, an emergency repair program to provide quick and reliable response to complaints of loss of essential services (primarily no heat or hot water) could build local confidence in the demonstration and pave the way for the longer term rehabilitation and prevention programs. Such a concept would require further investigation.

B. Housing Abandonment Prevention

1. Housing Maintenance Program to Prevent Abandonment

A major focus of the demonstration program will be to create a mortgage credit delivery system utilizing both private and public funds to make funds available to resident owners to renovate their homes and improve the financial viability of their housing investment. The City proposes to work with local savings banks and other lenders in cooperation with local community groups in the formation of a Neighborhood Housing Service (NHS) which will make credit available to Mattapan homeowners to assist in bringing all homes up to housing and building code standards.

The NHS will also make available: (1) assistance in negotiating with contractors; (2) inspection of rehabilitation work; (3) counseling services with regard to housing and financial problems; and (4) a revolving loan fund for below market loans to high risk homeowners. This program is adapted from NHS of Pittsburgh, Pennsylvania, now in its fourth year of successful operation in the northside neighborhood of that city.

During the four month planning period, a group of savings banks will be brought together along with high level city officials and community groups to form a non-profit corporation to perform this housing service function. Its Board of Directors will consist of representatives of the lending institutions and neighborhood residents with the majority being neighborhood residents.

Boston bankers were prevailed upon by the Mayor in the mid-1960's to put together an assigned risk mortgage pool to cover home mortgages and improvements in federal program areas. The groups of participating banks were called Boston Banks Urban Renewal Group (BBURG) and in time a red-lined district resulted, containing predominantly Black households but also the Jewish section immediately north of Mattapan, and only within this area were the special funds available. Allegations of block-busting as well as FHA irregularities brought a Senate investigation in September, 1971, by US Senator Hart's Anti-trust and Monopoly subcommittee, which resulted in a

virtual mortgage drought. All thrift institutions took note of the unpleasant publicity shown the participating banks and as a result became even more conservative.

The situation was further complicated in early 1972 by the "disclosure statement" that Secretary Romney asked all lenders to sign on each FHA insured loan attesting that there was no speculation or price inflation. As a result, there was a virtual boycott of FHA insured mortgages by Boston banks during most of 1972.

Now bank deposits are up and banks are taking a wait and see posture. Two new mortgage companies have come on the scene and are handling FHA, VA, as well as privately insured mortgages. They are Malmart (a state-wide mortgage broker actually owned by many share-holding eastern Mass. banks) and Primack (a large lender originating from Cincinatti). The effective interest rates are around 8% per annum, FHA insured, when one takes the points into account.

Indications given by banks in informal discussions are that the banks are ready to resume more normal lending practices, and that visible action in particular neighborhoods would be just the needed catalyst for gaining their whole-hearted support. With Malmart and Primack taking on FHA insured lending, adequate conventional and MGIC insured lending will be forthcoming.

The banks are currently willing to renew normal lending in Mattapan, but need assurances that there is government support and participation to reduce their risks. The City feels that this demonstration proposal would give the support needed to attract private investment in Mattapan.

NHS will also administer a High-Risk Revolving Loan Fund, contributed initially by the proposed demonstration grant and later by philanthropical institutions. Loans will be made from this fund to homeowners who do not meet normal credit standards.

As part of this effort, the City will provide a responsible concentrated code enforcement effort in Mattapan. As the housing inspectors issue reports

of the code violations, residents will be encouraged to contact NHS for assistance. The NHS office will be centrally located in Mattapan. It is anticipated that it will take City inspectors approximately three years to complete inspections of the 3,500 residential buildings located in Mattapan. It is proposed that these inspections will begin in the northern portion of Mattapan where the housing problem is most imminent and then move south.

A homeowner who contacts the NHS will receive an analysis of his need for home rehabilitation and for financing. Among the financial programs which may be made available are the following:

1) FHA insured home improvement loans under Title I
2) Conventional home improvement loans
3) Refinance of existing mortgages
4) FHA insured or VA guaranteed unsubsidized loans
5) Conventional mortgage loans
6) 90% conventional loans with private mortgage insurance
7) Loans at flexible rates and terms from the High Risk Revolving Loan Fund for homeowners who do not qualify for loans of other types
8) Personal loan consolidation

All homeowners who are "bankable" will have credit made available to them by bank members to bring their homes up to code. Those who are "unbankable" will receive a loan from the High Risk Revolving Loan Fund with repayment terms fitting their abilities to pay. Interest rates would range from market rates to zero percent and the term of repayment could be as long as 30 years according to the needs of individual borrowers. The property will be security for eventual repayment of the loan.

NHS will also provide the following services:

Construction

1) Review of contracts
2) Plans and Specifications

3) Inspection of work

4) Architectural advice

5) Estimating repairs

6) Emergency services

Social Services

1) Relocation assistance

2) Budget Counseling

3) Credit counseling

4) Referrals to social service agencies

5) Referrals for legal advice

It is proposed that the HUD demonstration grant include approximately $140,000 to cover the first two years' administrative costs of NHS, with future costs being born by the financial institutions participating in the program.

It is proposed that the demonstration grant include $500,000 to cover the cost of making approximately 100 loans per year out of this fund for two years. Based on F.A.C.E. experience, approximately one-fifth of the loans will not be bankable. Therefore approximately 500 buildings could be serviced per year by NHS with such a revolving loan fund. After the second year of operation, contributions by local philanthropical institutions and repayments of principal and interest will make this fund independant of further federal funding.

In addition, an attempt will be made to constructively use the Boston Rent Appeals Board to protect the tenant while not discouraging investor interest. Although the Board's primary function is to protect tenants from severe rent increases when housing resources are scarce, the City recognizes that an adequate cash flow must be sustained on the part of the owner if the property be adequately maintained and not be abandoned.

Although rent controls only apply to one-fifth of Mattapan's dwelling units that are either in large apartment buildings or in absentee owned smaller buildings, they do have a significant affect on the total local housing market. As part of the pre-initiation planning activities, discussions will be held with the Director of the Rent Appeals Board to explore ways of making rent controls sensitive to the situation in Mattapan, i.e., mechanisms for holding local public hearings to review cases before the Rent Appeals Board.

2. Non-Housing Public Services and Improvements

The Abandonment Demonstration Program is intended to bolster investor and resident confidence in a declining neighborhood. The quality of municipal services plays a significant role in creating an environment conducive to a healthy housing market and long term housing maintenance. Therefore, the City is concerned with the delivery of adequate municipal services because they are necessary to: (1) help forestall housing deterioration and abandonment, (2) improve the environment for private re-investment in the area, and (3) retain and attract stable families as residents in the area.

While the City's current budgetary situation places limited increased funding to improve non-housing City services, the capacity to improve the quality of ongoing City services in the demonstration areas by applying new management techniques or redeployment of forces clearly exists. Improved police protection is a high priortiy in Mattapan. In addition, the construction of already planned major capital improvements in the demonstration area can be expedited. These include the Mattapan Elementary School, Almont Playground and Walker Playground.

a. Improved Public Services

(1) Local Little City Hall

The Mattapan Little City Hall currently acts as a clearing-

house for complaints about public services. It works closely with the City departments involved in responding to these complaints. The Little City Hall would take a major leadership role in the proposed Public Service Board in an attempt to respond to these complaints.

(2) Public Services Board

In an attempt to promote communications between the operating departments and local residents, Yard Supervisors of pertinent departments (Highway, Sanitary, Parks, Traffic & Parking, Sewer and Water) will form with the Little City Manager and neighborhood associations a Public Services Board. The Board will meet monthly to coordinate department efforts eliminating the communication gap which exists while delegating greater responsibility to the local supervisors. The Board will also involve neighborhood residents in the effort to improve services by increasing their awareness of how government agencies act and defining the areas of public and private responsibility.

The Board will initially attempt to overcome problems of service delivery, including trash removal, street cleaning, parks maintenance, ticketing of cars, removal of abandoned cars and snow removal. The community participants will assist by communicating with their neighborhood schedules of services, problems such as illegally parked cars (which interfere with street sweeping), etc.

They will also participate by rating streets according to the quality of cleaning and notify Little City Hall of their ratings. This will then help the supervisors assess the job his men are doing, and determine how to best utilize his manpower and equipment to do the job assigned to him. This rating system will also help to point out equipment inadequacies and establish long range goals. Problem areas and residents will be identified for special attention by the Board.

This approach should be accompanied by the delegating of increased authority from City Hall to local supervisors. A major goal will be to prepare a local budget identifying the cost of services in the area. A long range goal is the creation of coterminous district boundaries for all city departments.

(3) Police Community Relations Program

Improved police protection has been a first priority in Mattapan for several years. Several local groups, including the Mattapan Neighborhood Block Association, have operated their own security patrols to supplement local police activities.

For some time there has also existed a widespread and mutual distrust between the police and community residents. The police accuse the community of failing to appear in court and testify when they have witnessed a crime. They also blame community residents for failing to assume any responsibility for the actions of youth whether their own children or their neighbors.

Community residents on the other hand criticize police for their inefficiency and lack of sensitivity. Their complaints include slow response time, careless patrolling and poor police management.

These attitudes have led to a constant feeling of confrontation with no means of lessening the tension. Every incident, however minor, serves to rekindle the hostilities.

It will be the purpose of this program to intervene and change the attitudes and actions of both groups. Police-resident cooperation and lowering the incidence of street crime in the program area are the primary goals. The development of mutual respect and understanding of needs and problems will allow the attainment of these goals.

The proposed program calls for the creation of a Community Advisory Council responsible for seeing that the program conforms to its goals and guidelines.

It will be a broadly-based group comprised of people active in the Mattapan community, and should include business, religious, agency and neighborhood leaders. One community resident and one police officer will act as program coordinators to supervise the program and advise the staff.

The proposed staff would consist of one full-time program director and a full-time staff assistant. Additional volunteer help can be sought through such agencies as the Volunteer Action Center if such assistance is deemed necessary. A grant of $50,000 to cover staff costs will be sought under the Safe Streets Program.

The budget contains money for a consultant who will study crime patterns in Mattapan, making recommendations to and suggesting priorities for the police.

The Mattapan-Police Community Relations Program proposes to realize its objectives by means of several mutually supportive programs.

(a) Block Group Organizational Meetings - This is an organizational structure which will serve as the primary unit for several components of the program. It will evolve as a result of neighborhood's selecting block representatives within their geographical boundaries. Before the beginning of the program, delegates from each neighborhood (the block group) will meet to discuss various items concerning community-police relations.

(b) Community Citizen Alert Network - A Mattapan-wide network of residents will be created by residents for the centralization of complaints about police response. The Community Citizen Alert Network will utilize the Block Group Organization to maintain general Mattapan surveillance through a Log Book System for recording criminal activity, police response, action taken and other information for use in the Monthly Meetings.

(c) Monthly Meetings With District Captain - Monthly meetings with the Captain of District #3 will occur to convey grievances and problems

observed to the District Captain and the District Captain will also be able to raise instances when resident cooperation with the police was inadequate.

(d) Police Resident Patrol - On a regular basis, residents, selected through the community network, will ride with the police cruiser through their own neighborhood.

(e) Encounter Groups - Representatives of both neighborhood and police will meet on a regular basis to discuss the problems which they have with each other. They will meet in encounter groups of perhaps 10 to 12 for approximately 1 - 3 hours under the guidance of professional group leaders.

(f) Drop-In Center Youth Program - A drop-in center on Blue Hill Avenue between Morton Street and Milton Line will be established. The center would also serve as the office for the entire program. It would provide a "hand out" for youth and a place which police could come periodically through the day, as well as help staff it. Police and youth might then have a place to meet informally in an environment created by the youth. Any "youth program" should be designed by the youth whose program it will be.

(g) Crime Prevention and Drug Education Seminars - An officer or other qualified individual will help conduct seminars with community groups to discuss crime prevention techniques and methods of implementing them in the home.

Drug Education Seminars will be conducted for adults and youth in hopes that the education will reach the street. Police and neighborhood network will focus special attention on drug related activities. Neighborhood residents, particularly youth will be encouraged to report via the neighborhood security network information on the trafficking of drugs in the community. Police will then be better able to direct their efforts at those

people who are pushing drugs in the street.

(h) Police Neighborhood Visitations - While on normal patrol, police officers will be asked to stop and visit periodically schools and other places where residents gather. The intention is to bring police and neighborhood together more frequently for reasons other than just emergencies.

b. Expedite Capital Improvements

(1) Mattapan Elementary School

The quality of public elementary schools is essential to attracting and keeping stable families in any inner city neighborhood. The City proposes to expedite the construction of the Mattapan Elementary School which is already planned within the demonstration area. This facility will be a community school open after school hours to local residents and organized groups for a variety of recreation and social activities. The Parks and Recreation Department will organize and supervise these after school programs.

The community facility portion of the school includes a swimming pool, gymnasium, auditorium, meeting rooms and locker rooms. This school has been planned in close cooperation with local neighborhood residents. As a result of this participation, facilities which meet local community needs are included in the proposed facility.

The entire school will cost approximately $7.0 million. The City will contribute $2.8 million and the State $4.2 million toward construction of this school. The City administration is currently proposing a bond issue that will make construction of the community facility portion of the school possible in 1974.

(2) Almont Street and Walker Playgrounds

The City invested $38,400 in 1969 to light and resurface the tennis and basketball courts in Walker Playground. There is still a

need to spend $80,000 to construct a tot lot and complete landscaping of this park. Preliminary design work for these improvements is currently underway.

In 1968 to 1970, the City constructed lighting and reconstructed the tennis, basketball and baseball areas in the Almont Street Playground at a cost of $175,000. Work at this area is complete except for the completion of landscaping.

C. Commercial Abandonment Prevention

The stores located along Blue Hill Avenue from the main street through the entire length of Mattapan. This Avenue is not only the major transportation route into Mattapan, but is also the major identity point in Mattapan. The image of the residential streets is directly related to that of Blue Hill Avenue since most persons must pass by these stores to get to their homes.

Mattapan Square, located at the Southern terminus of Blue Hill Avenue, is the only portion of the Avenue that does not exhibit wide-spread vacancies and boarding. However, the rate of vacancies are beginning to substantially increase in Mattapan Square too.

A three-pronged program to treat and prevent commercial abandonment is proposed: (1) demolish, seal or repair existing abandoned buildings; (2) make physical improvements to Mattapan Square; and (3) establish a Small Business Development Center. A fund to demolish, seal or repair already abandoned buildings has been described earlier. The purpose of physical improvements to Mattapan Square would be to adapt it to modern shopping trends while visibly demonstrating the City's committment to the Area. The Small Business Development Center, in cooperation with market research conducted by the BRA and service provided by the Manpower and Development Commission, would address itself to the financial and marketing factors

that limit the viability of retail uses along Blue Hill Avenue.

1. Mattapan Square Physical Improvements

It has been proposed that the City spend approximately $80,000 of the existing Parks and Public Works Department Budgets to create new neckdowns, improve street lighting, add street furniture and plant trees in Mattapan Square. The purpose of these improvements would be to immediately improve the Square's image and demonstrate the City's commitment to the Square's future while promoting the safety of customers crossing Blue Hill Avenue.

In addition to these immediate improvements, it has been proposed that the City apply to the state and federal governments for $460,000 in highway funds to replace dangerous angle parking with parallel parking, create new pedestrian malls from the stores into new municipal parking, widen the sidewalks and improve the quality of pedestrian lighting and street furniture along Blue Hill Avenue in Mattapan Square.

It has also been proposed that the City reconstruct the existing municipal parking lot located in Mattapan Square and acquire two new municipal parking lots at a cost of approximately $100,000. The new parking would provide replacement spaces for those lost in the change from angle parking to parallel parking and provide additional spaces.

The City of Boston has notified the Massachusetts Department of Public Works that it considers Mattapan Square as a priority site for a commuter park and ride parking structure. State and federal money is now available for funding such a facility.

2. Small Business Development Center

Some of the problems of the commercial establishments along Blue Hill Avenue relate to consumer attitudes, some to physical obsolescence, while others result from a limitation in business expertise. In addition

to physical improvements, there is a need to be concerned with business management, marketing and government provided business services.

An in-debth retail marketing study of Blue Hill Avenue by the BRA research staff and Mattapan Little City Hall is now underway. This study will include an analysis of existing census data, a sample survey of local residents and a survey of businesses in the Blue Hill Avenue market area.

The final result will be a comprehensive analysis of the trends and potential of the market area. Information on where the competition is coming from, the purchasing power of residents and consumer preferences will be used to assist store owners in making informed business management and marketing decisions.

The City proposes to form, in cooperation with the Mattapan Board of Trade, a Small Business Development Center. This center would provide on-going one to one counseling to the 120 local businessmen, assist in obtaining financing and technical assistance, and prepare feasibility studies to attract new businesses to Mattapan. It will also provide assistance in obtaining information on expanding a business, adapting inventory mixes to market changes, lowering operating costs and how to solve business management problems.

It is proposed that funds to staff such a Small Business Development Center be included as part of the proposed Demonstration Grant since the vitality of Blue Hill Avenue is essential to preventing deterioration of the abutting residential areas and to providing necessary retail services. It is estimated that it will cost approximately $65,000 per year to operate the proposed center.

D. Data Collection and Monitoring of Program

During the entire two year life of the Demonstration Program, an independent consulting firm will be under contract to continuously monitor

and evaluate the program. This firm will be hired to prepare quarterly progress reports in addition to a final independent report evaluating the success of the program in preventing housing abandonment. The consultant will compile comprehensive data on both families and businesses served, and on the impact of the program on the entire Mattapan community.

In addition to the consultant's efforts, the City, Neighborhood Housing Services Corporation and the Small Business Development Center will each establish a task network schedule, and keep records necessary to evaluate the impact of their program and progress on the schedule. These agencies and groups will issue quarterly and annual progress reports as part of the overall evaluation effort.

E. Projected Financing Plan

a. HUD Demonstration Grant

High-Risk Revolving Loan Fund (2 years @ $250,000)	$ 500,000
Start-up NHS Administrative Costs (2 years @ $70,000)	140,000
Spot Demolition, Emergency Repairs or Sealing Fund (60 buildings @ $2,500)	150,000
Acquisition & Rehabilitation Subsidy (20 buildings @ $10,000)	200,000
Temporary Relocation (50 families @ $1,000)	50,000
Rent Appeals Board Demonstration Program	10,000
Small Business Development Center (2 years @ $60,000)	120,000
Sub Total	$1,170,000
Contingencies @ 10%	117,000
TOTAL HUD DEMONSTRATION GRANT	$1,287,000

b. Local Share

Manpower & Development Commission Service (one half-time consultant @ $20,000/yr. for 2 yrs.)	20,000
Housing Inspection Program (2 inspectors @ 11,000/yr. for 5 yrs.)	110,000
Administration by OPS (30% of Total Program Costs)	386,000
TOTAL LOCAL SHARE	$ 516,000

c. Other Public Investments

Police-Community Relations Program (Safe Streets Act)	$ 50,000
Mattapan Community School (60% State - 40% City)	7,000,000

[illegible] Playground	175,000
[illegible] Playground	119,000
Mattapan Square Improvements	540,000
($80,000 City, 230,000 State & Federal)	230,000
TOTAL PUBLIC INVESTMENTS	$7,884,000

A survey of owners and tenants in these buildings will be made to determine attitudes toward existing housing, renovations, rent increases, and present and proposed rent levels. This survey, in conjuction with the building conditions survey, will make data available upon which decisions about the exact size of the revolving loan fund, its use and the extent of private financing possible can be made. It will also provide data upon which decisions about the extent of rent supplement and other public assistance that will be necessary to complete the proposed program.

The results of this survey would be complemented by a city-wide study of three-deckers being conducted by a consultant soon to be selected in a contract with the Boston Redevelopment Authority. This study will analyze three-deckers within a neighborhood market context for two neighborhoods. The study would determine the level of rehabilitation work required by typical three-deckers in various stages of disrepair. It would also look around the neighborhood to see how rehabilitation is presently being undertaken (what items and at what costs?). It would then relate this data to determine the relationship between what is being done in the area and what should to be done based on various levels of rehabilitation and current costs. A fourth element of the study will be to determine the market for three-deckers.

The Mattapan Little City Hall will conduct a sample survey of households to determine current attitudes toward City services. This survey will be vital in setting priorities for the proposed Public Services Board. Questions about shopping desires will be included to help in setting goals for the proposed Saml1 Business Development Center.

The BRA will work with lending institutions, local community groups and the Housing Inspection Department in forming the Neighborhood Housing Services Board, negotiating details of the corporation, drafting final legal contracts and recruiting staff.

During the planning period, the BRA will also work with the Mattapan Board of Trade, Manpower and Development Commission, appropriate economic development agencies and private marketing experts in forming a Small Business Development Center. Staff work will include conducting basic market analyses of the Blue Hill Avenue area, identifying causes of commercial decline and enumerating opportunities for investment. Additional tasks include forming the corporate structure of the proposed center, setting action priorities and recruiting staff.

A final product of the planning phase will be the preparation of a final funding document and budget for the implementation phase of the demonstration program. Local community groups, the Office of Public Service and the Mattapan Board of Trade will be closely involved in the preparation and review of the final application.

B. Administrative Organization

The Boston Redevelopment Authority will be responsible for coordinating work to be completed during the planning phase. It will work closely with the Mayor's Office through the Mattapan Little City Hall, Housing Inspection Department, and the Manpower and Development Commission in initiating the proposed program.

The BRA will assign a senior planner full time to direct the planning program. In addition, it will assign other researchers and planners as needed. It will hire a local resident to act as the Neighborhood Organization Specialist. Members of the BRA's Real Estate, Rehabilitation, Legal, Family Relocation, Housing Development and other departments will be assigned to work on the project as needed.

The BRA Deputy Director for Planning and the Director of the Office of Public Service will be directly involved in the planning phase. The Manager of the Mattapan Little City Hall and his staff will also be assigned to the Public Services Board, establish the Police-Community Relations program and secure the necessary committments from other City Departments.

C. Pre-Initiation Planning Budget

a. Deputy Director (25% @ $25,000)	$ 2,000
Chief Planner (50% @ $21,000)	3,500
Three Planners (100% @ $15,000)	15,000
Two Designers (100% @ $15,000)	10,000
Three Researchers (10% @ $15,000)	10,000
Community Organization Specialist (100% @ $16,500)	5,000
Supporting Staff (secretarial, graphics, mapping, etc.)	19,000
Total Direct Staff Salaries	$70,000
b. Employee Benefits Contributions (15% of direct staff salaries; 12% for retirement and 3% for health insurance.	$10,500
c. Overhead Costs Administrative Overhead (12% of staff salaries including rental of space and office equipment office supplies, telephone and misc.)	8,400
Travel	1,500
Reproduction and Publication (essential project reports and documents)	5,000
Total Overhead Costs	$14,900
d. Consultant Services Review Information Systems and Set-up Monitoring System	$20,000

Building Renovation Study (200 buildings)	15,000
Owner/Tenant Survey (200 persons)	15,000
Total Consulting Costs	$50,000
e. Project Inspection fee	$ 1,000
TOTAL PROJECT EXPENDITURES	$146,000

SOURCES OF FUNDS

Non-federal	$48,800
Federal	$97,600
TOTAL PROGRAM COST	$146,400

VIII.CITY CAPABILITY AND COMMITTMENT

A. City Team for Planning and Implementation

The Planning Department of the Boston Redevelopment Authority and the Mattapan Little City Hall will be primarily responsible for carrying out the pre-initiation planning activities. A senior BRA planner will be assigned full-time to coordinate the planning efforts. The Manager of the Mattapan Little City Hall and the Director of the District Planning Program will be available 25% of their time to participate in the pre-initiation activities. The Deputy Director for Planning for the BRA and the Director of the Office of Public Service will meet weekly with these personnel to review progress on the task schedule and to provide assistance whenever necessary. The research, design, planning and real estate staffs of the BRA will be available on an "as needed" basis. The Housing Inspection Department will assign one of its senior administrators part-time to assist in setting up the NHS component of the proposed program.

The Demonstration Program itself will be administered by a full-time project coordinator in the Office of Public Service. His function will be to insure that each of the program elements are established and operate on schedule. He will also meet with U.M.C.A. to monitor progress on all project elements.

B. General Description of City Government

As shown on the following organizational chart, the Boston Redevelopment Authority, Office of Public Service and the Housing Department will be the major branches of the City responsible for implementing the planning and proposed demonstration program.

FIGURE 3

ORGANIZATION OF BOSTON'S CITY GOVERNMENT

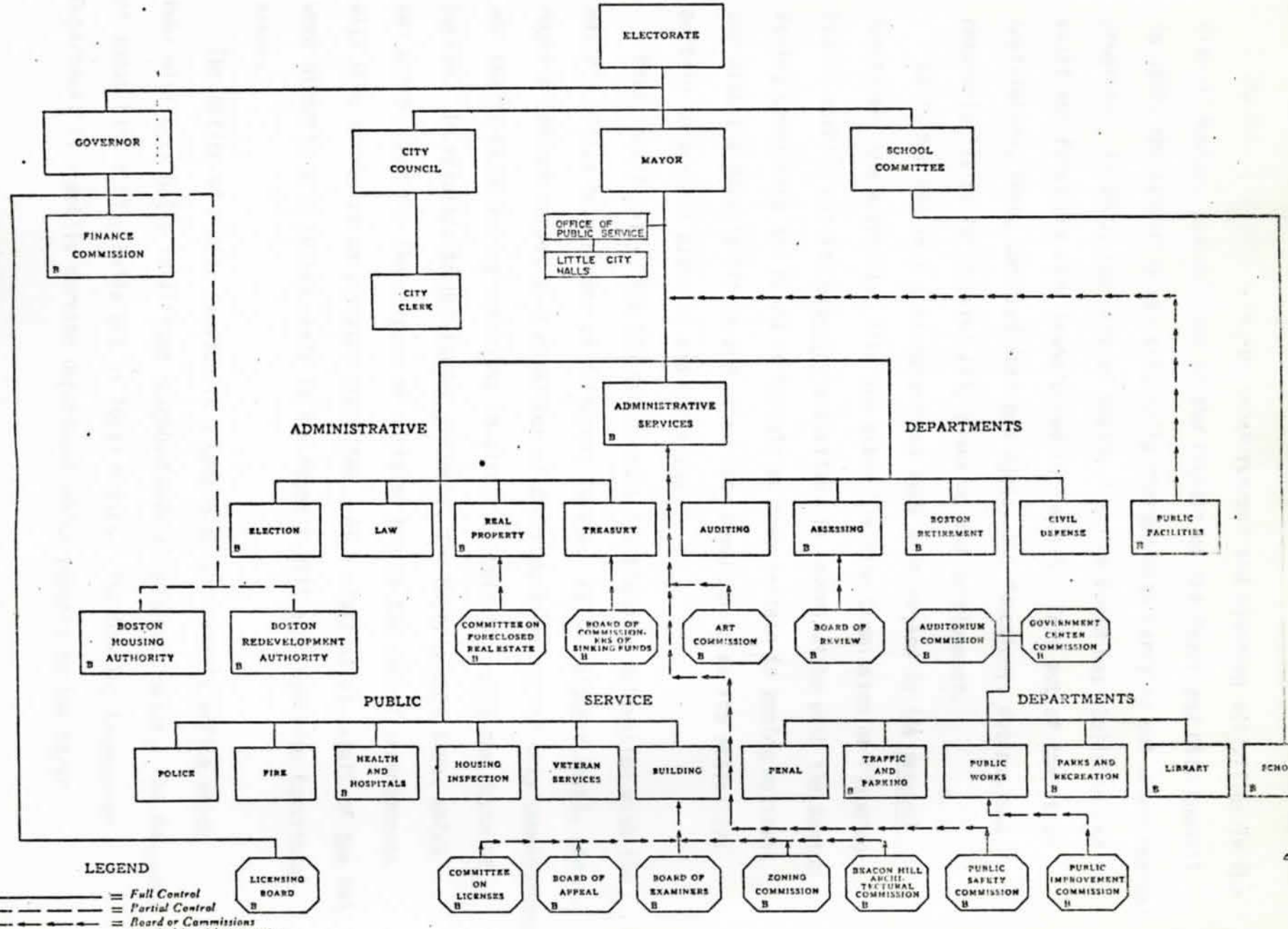


CHART DESIGNED AND LITHOGRAPHED BY THE CITY OF BOSTON PRINTING SECTION

ORGANIZATION of BOSTON'S CITY GOVERNMENT
Fig. 3

The BRA is responsible for urban renewal and planning activities in the City of Boston. Established at the request of the Mayor and City Council in 1957, the Authority was originally charged with carrying out urban renewal programs. In 1960, the City of Boston Planning Board was abolished and its staff and functions were transferred to the BRA. This act of the state legislature, then, combined into one agency the functions, duties, and responsibilities for general city planning and development.

While the BRA is a semi-autonomous body with regard to its renewal functions, the Authority, like any other Planning Commission or Planning Board, carries out its planning activities in coordination with the Boston Zoning Commission and Board of Appeals as they pertain to zoning matters, and with the Mayor's Office and other City Departments as its activities pertain to overall planning and budgeting.

More specifically, the BRA coordiantes its planning activities with the Mayor's Office on a number of different levels. At the highest level, the Mayor's Cabinet serves as a committee of departments heads and city commissioners who review major policy questions in direct consultation with the Mayor of Boston. In relation to HUD-funded projects, the Mayor's committee, which was established for the purpose of advising him on the annual arrangements with HUD, serves as an advisory committee. At a staff level, staff of the BRA work directly with policy staff in the Mayor's Office in specific functional areas.

The Office of Public Service is a branch of the Mayor's office which runs mini-city halls in fifteen neighborhoods throughout Boston. The Managers of these Little City Halls act as local Mayors. The Housing Inspection Department is a public service department which reports to the Mayor.

IX. CITIZEN PARTICIAPTION

A. Participation in Proposal Preparation

This proposal grew out of on going city planning and local city hall activities, proposals of several Mattapan civic groups and new research into the causes of Boston's abandoment problem. The Police-Community Relations proposal grew out of the security patrol started three years ago by the Mattapan Neighborhood Block Association. The Mattapan Human Relations Council has been actively planning for the proposed Mattapan Elementary School for the past two years. The Boston Redevelopment Authority has been working for the past year with the Mattapan Task Force and later the Mattapan Board of Trade to design an improvements package for the business district along Blue Hill Avenue in Mattapan.

The Abandonment proposal itself was developed jointly by the Boston Redevelopment Authority, Mattapan Little City Hall and the United Mattapan Civic Association. Letters of support of this proposal by local civic groups, agencies and the Board of Trade are attached.

B. Program for Community Involvement

The City of Boston plans to involve the United Mattapan Civic Association in the planning and implementation stages of this proposal. The United Mattapan Civic Association is a newly formed community group which consists of representatives from all of the community groups and the Mattapan Board of Trade. The Planners working on the pre-initiation studies and the Mattapan Little City Hall with meet weekly with representatives of the U.M.C.A. to refine plans for the demonstration program. The City will insist that well-advertised public meetings be held on the plan by U.M.C.A. before submitting a final action proposal to HUD.

Community residents and [illegible] be directly involved in the various compenents of the demonstration program. A community board will meet with Police officials and agency representatives to operate the proposed Police-Community Relations program. The Mattapan Human Relations Council and other interested residents will be directly involved in developing plans for the proposed elementary school.

The Mattapan Board of Trade and U.M.C.A. will appoint a majority of the members of the board of directors for the proposed Small Business Development Center. The U.M.C.A. will establish a system for selecting a majority of the members to the Neighborhood/Housing Services Board. In short, the City of Boston will attempt to involve local citizens and businessmen in all phases of program planning and implementation now only to gain their support in accomplishing the program's goals but also to gain the benefits from their own experiences.

C. Letters of Support

March 8, 1973

Mayor Kevin H. White
City Hall
Boston, Mass. 02201

Dear Mayor White:

The United Mattapan Community Associations has become increasingly distressed over the number of abandoned homes in the Mattapan area. The member associations of U.M.C.A. unanimously endorse the abandonment proposal. We would be most happy in working to see the fruition of a program that would inhibit and arrest abandonment in our community.

We look forward to your favorable response on this matter.

Sincerely,

Deborah Ward

Deborah Ward, President
United Mattapan Community Associations

MATTAPAN BOARD OF TRADE

1600 Blue Hill Avenue
Mattapan, Massachusetts 02126
Tel.: 298-7806 or 296-0802

For the Civic and Commercial Progress of Mattapan

March 6, 1973

Mayor Kevin H. White
City Hall
Boston, Mass. 02201

Dear Mayor White:

The Mattapan Board of Trade has been most concerned with the abandonment of homes, etc., in the Mattapan area. It has been brought to my attention that a program to arrest this condition might be made available to the Mattapan community. I would be most interested to see that such a program be implemented here. The Board of Trade would certainly be willing to become involved in whatever way possible to help in the success of this project.

Many thanks for your attention in this matter.

Sincerely,

Stuart H. Rosenberg
President

March 8, 1973

Mayor Kevin H. White
City Hall
Boston, Massachusetts 02201

Dear Mayor White:

The Combined Jewish Philanthropies Mattapan-Dorchester Multi-Service Center has been informed of the proposal submitted by the city to HUD for funds to arrest housing abandonment.

So far abandonment has not been a serious problem in Mattapan, but if action is not taken soon it will get out of control.

We endorse any effort to save Mattapan from this blight and anxiously await the opportunity to be involved.

Sincerely,

David Farber

David Farber, Director
C.J.P. MATT.-DORCH.
MULTI-SERVICE CENTER

March 8, 1973

Mayor Kevin H. White
City Hall
Boston, Mass. 02201

Dear Mayor White:

The Mattapan Neighborhood Block Association requests that you whole-heartedly endorse the proposal to stop abandonment in Mattapan. Such a program is a necessity to our community. Abandonment and the blight that follows it can be arrested in Mattapan and we would like to be involved in a program that proposes to stop. We hope to hear from you in the near future on this matter.

Sincerely,

Norman Finley

Norm Finley
Mattapan Neighborhood
Block Association

March 8, 1973

Mayor Kevin H. White
City Hall
Boston, Mass. 02201

Dear Mayor White:

It has come to the attention of the Walk Hill Association that there exists a proposal to curtail housing abandonment in Mattapan. We would like to go on record as being enthusiastically in favor of such a program and would be more than willing to be involved in its implementation. We hope that you will endeavor to bring about the beginning of this plan in Mattapan and we earnestly look forward to working with you in the future.

Sincerely,

Deborah Ward

Deborah Ward
President
Walk Hill Association

APPENDIX A

Boston Globe Articles Regarding Blue Hill Avenue, Mattapan

Globe → 1/30/73

MIKE BARNICLE

Blue Hill av.: changing scene, way of life

Eddie Schrottman stood looking out the window of his gas station on Blue Hill avenue and talked about how his neighborhood and his business have changed over the eleven years that he's been pumping gas and fixing cars in what was, once this city's great Jewish ghetto.

"Business is o.k. It's just changed color."

Other things have changed too.

Eleven years ago, Eddie used to carry his change and maybe a cigarette lighter in his right pants pocket. Now he carries a small Smith and Wesson revolver . . . all day . . . every day. Eddie says "there are too many nuts in the world." Four years ago, Eddie moved his family to the suburbs so his wife could shop and his kids could go to school with out getting mugged.

According to Eddie, life on Blue Hill avenue in 1972 . . . "is o.k. if you're a nigger." What used to be an area of fine homes and busy specialty shops is now a neighborhood of fear and suspicion; a place where the streets are Sunday night empty at noon on weekdays; a place where the few white merchants who remain are caged and locked like prisoners in their own stores; where the graffiti scarred, boarded up, abandoned fronts of places like Feldman's Pharmacy and the G & G Delicatessen stand as mute testimony to an earlier, easier time.

At high noon, the doors to Mezikofsky's Kosher Meat Market and Joe's Barber Shop are bolted shut from the inside. If you knock and you look o.k. you can get in. But very few will talk about what has happened to the neighborhood around them because they're scared.

Mezikofsky's business is now mostly home delivery and the homes are no longer mostly around Blue Hill avenue. The few customers that Joe Bretner has left after thirty years call before they will come in for a haircut, and the call has to come before four in the afternoon because that's when Joe goes home.

"You got to leave before sundown. If you don't, they'll getya. They don't care. They'll stand out there and wait for ya to come out and they'll get ya."

Maxie Platt sits on a stool in the fish market that he has owned for forty years, warming his feet before a portable heater and says that he stopped counting the number of times he's been robbed—in the store and at home. He says he's lost track.

It wasn't always like this for Blue Hill avenue and for Maxie Platt. You can see a generation of immigrants in his eyes as he talks about the way it used to be:

"Ooohhh, such a business. From six in the morning till eleven at night . . . every day . . . I'm telling you. Oh, it was a good business then. The store was crowded all the time. It would be crowded right now. . . . It was a good business. Now, . . . it's only Friday and Saturday."

The business moved along with the neighborhood to Canton, Norwood, Dedham and other safer places. It took half a century of hard work and thousands of years of culture with it. In its place are new people; strangers to those few who still remain and feel the loss of a community.

The old people that are still left walk quickly along the street, avoiding eye contact, trying to do their shopping and get home before dark. Most of them are alone and afraid.

Their lives are different now. Their sons and daughters come on Sunday mornings and take them out to the house and the grandchildren in the suburbs. They give them dinner then take them home again that night. They might call during the week to check but they're gone. They live far away in a different area.

Many of the houses on the side streets are run down. So are the churches and the schools. There are no more neighborhood cops walking the beat the way they used to. The city can't afford it. So the junkies and the pickpockets and the muggers can have a field day filling the streets with fear.

That's why the man in the fish market kept talking about what "the sons of bitches" had done to his business, his neighborhood, his life.

He said it three or four times and sat and stared out the window at the avenue . . . at everything that was out there and everything that had been in all the years he had been open for business. He stared at a neighborhood that was dying and a culture that was being buried with it.

An apology

Metropolitan newspapers represent the daily judgments of hundreds of writers and editors who strive for quality and, like other human beings, frequently fall short. Journalists are not perfect. We make mistakes because of ignorance. When we misinterpret events, we do so unwittingly and without malice. Last week we stumbled badly. Our judgment was faulty.

In the afternoon editions of Jan. 30, we printed a Mike Barnicle column about several shopkeepers on Blue Hill Avenue, and how the neighborhood and their lives had been changed in the past few years. The column contained quotations describing strongly negative feelings about the Mattapan neighborhood.

We realize now that the column should not have been printed. The people who live in Mattapan have made clear to us their objections to it, and we agree with their criticism. We apologize for our insensitivity and imprudence in publishing it.

Blue Hill Avenue, like neighborhoods throughout Boston and in cities across the country, is changing and has been for some years, and that is a complex process that sometimes creates tensions. Our goal is not to exacerbate those tensions, but to help relieve them. Our goal has always been not to divide people of different colors, religions or ethnic backgrounds, but to help them to live together peacefully.

Last week's column appeared at an inopportune time. Federal, state and city governments are reducing the funds that support programs designed to rejuvenate cities and help the urban poor.

Tonight the specific problems of Mattapan and this newspaper's relation to them will be discussed in an open forum at St. Angela's Church on Blue Hill av., with the hope that out of it will come a better mutual understanding, some positive programs, and a spirit that will permit this newspaper and the community to work together to achieve better living conditions.

We will try to be more careful in our judgments and more positive in working to improve life not just in Mattapan, but in South Boston, East Boston, Charlestown, Roxbury, Brighton, West Roxbury and every other neighborhood in our city.

We expect our readers to look upon this newspaper not only as a gatherer of facts and a watchdog on government, but also as a forum to debate issues of social importance. When we make mistakes, as we did last week and as we will undoubtedly do in the future, we urge our readers to raise hell with us.

Last week's experience was a lesson to us. We do not take lightly our constitutional right to a free press. We cherish it, and we shall strive harder to live up to it.

In poor taste

In reference to your article in the Jan. 30 p.m. Globe entitled "Blue Hill Avenue, a way of life"; I . . . found it in extremely poor taste. While I spent 20 years living in the area . . . I should establish that I am no longer a resident. My family and I now live in Peabody; however, we still maintain close ties to the Dorchester-Mattapan community.

It is absurd, as the article so cunningly infers, that the demise of "Blue Hill Ave." was caused by the black influx. It is just as ridiculous to pin blame on those Jews who left the area. The problem is one of American society's gravest, and one which will not be resolved by "finger pointing."

Your influence for good has not yet been felt in the community involved. Get off the self-defeating chest beating and do something constructive with your vast organizational resources.

For fear of sounding like one who may "appear to have his head in the sand," please tell me what is to be gained by printing such a poor article in a newspaper of the caliber of The Globe? Are you operating your newspaper in the best interest of the Boston area or not? It is unfair to hide behind the liberal banner while printing inflammatory rhetoric! Please do not mislead those of us who read your paper daily.

SUMNER S. FEINSTEIN
Peabody

(See today's editorial on this subject—Ed.)

A terrible injustice

Once again Blue Hill Avenue has been cruelly bombarded by sensationalism, in the person of Mr. Mike Barnicle. I refer to the horrendous display of news reporting by Mr. Barnicle in his column of Jan. 30 entitled "Blue Hill Ave., changing scene-way of life."

Mr. Barnicle seems intent on belaboring a subject that has been resurrected time and time again. There can be no denial that Blue Hill Avenue has changed, but this blatant attempt to feed the fires of hate and prejudice is far beneath the usual superiority of The Boston Globe. I must question the integrity of news reporters who resort to this sort of unworthy news reporting. Mr. Barnicle would have us believe he is reporting all the facts. . . . Nothing is further from the truth. If Mr. Barnicle was really concerned about reporting all the facts about Blue Hill Avenue, why did he not even mention some of the positive things that are in fact happening? Nowhere did he mention the many good things that are being done by the Association for Better Housing on Blue Hill Avenue, the unceasing work being done in the area by the Combined Jewish Philanthropies Center and St. Angela's Church also on Blue Hill Avenue. Nor did he take the time to talk to the many community groups working with such tenacity for a better community. Nothing was said about the splendid programs being offered by the various organizations and residents, many of whom live and work on Blue Hill Avenue. The few people that Mr. Barnicle interviewed can hardly be representative of the entire area. . . . This article was an affront to Blue Hill Avenue and the surrounding area. A terrible injustice has been done.

STUART H. ROSENBERG
President
Mattapan Board of Trade
Mattapan

Globe asked for 'long-term commitment' to Mattapan

Globe 2/7/73

The Globe was asked last night at a community meeting in Mattapan to make a "long-range commitment" to cover positive developments in the Boston neighborhood with a series of articles and assignment of a full-time reporter to such a beat.

The meeting, attended by 300 Mattapan residents and community leaders and a Globe delegation headed by editor Thomas Winship, was held to define the newspaper's relationship with the community after publication of a controversial Globe opinion column Jan. 30.

Although Winship did not respond specifically to the request, he said:

"The Globe does not intend to abandon its friends in Mattapan, Roxbury, East Boston, West Roxbury and elsewhere in the core city. The Globe will stand by them day in and day out. You people here tonight are trying to keep things together and we want to help you."

Winship promised "in the immediate future" to respond to the requests, most of which he called "reasonable."

Other requests were for Globe backing of Mattapan community projects and "human relations courses" for Mike Barnicle, author of the Jan. 30 column, and other Globe writers.

"I don't believe The Globe should be a public relations agent for Mattapan," said Frank McLaughlin, 44, the father of 11, one of several residents who spoke out at the meeting in St. Angela's Church, 1540 Blue Hill av. "Mattapan has a lot going for it. I don't feel threatened. It's a good neighborhood to live in."

Another resident, Sam Amato of the Mattapan Block Assn., asked Winship if the newspaper could "do something positive" and "keep this neighborhood from getting worse."

The editor said that The Globe would make a "big push" in advocating additional Federal funds for safer streets in Mattapan and was preparing stories about the need for improved street lighting there and about activities of local community groups.

Winship earlier reiterated The Globe's apology for printing the column. The apology was printed on yesterday's editorial page. "It was offensive to the community," he said. "We deeply regret this error in judgment on our part."

The meeting was moderated by Robert Fortes of the ad hoc task force of Mattapan community leaders formed to negotiate with The Globe over the issue of "positive" news coverage.

Other task force members at the meeting included Deborah Ward of United Mattapan Community Organizations, Rev. Harold Ross of Assn. for Better Housing, Julius Bernstein of the Jewish Community Council, Willie Allen of the Civic Improvement Assn. and Stuart Rosenberg of the Mattapan Board of Trade.

Community leaders who helped organize the Tuesday night meeting include (L to R) Jeff Spiegel, manager of the Mattapan Little City Hall, Rev. Harold Ross, director of the Association for Better Housing, Stu Rosenberg, President of the Mattapan Board of Trade, Willie Allen, President of the Mattapan Civic Improvement Association, Julius Bernstein, director of the Jewish Community Council, Lee McKnight of the Mattapan Human Relations Committee, Debbie Ward, President of the United Mattapan Community Association and Monsignor McManus of St. Angela's.

Harrell new NAACP president

By PAUL GRIFFIN

Marvin Harrell newly appointed president of the Boston office of the National Association for the Advancement of Colored People (NAACP) is a Mattapan resident and former pass receiver for the then Boston Patriots.

Harrell, who left his native Virginia in 1961 to pursue a football career, said a shoulder injury forced him to abandon athletics in favor of a career in public administration.

Since leaving the Patriots "after three exhibition games," Harrell has served as Deputy Administrator of the Mayor's Office of Human Rights, and as treasurer and vice president of the NAACP.

Two weeks ago, he succeeded the NAACP's retiring president, Jack E. Robinson, as president of the Boston Branch of the NAACP.

A Mattapan resident since 1967, Harrell has served as co-chairman of the Mattapan Human Relations Committee, and as an active member of the Mattapan Civic Improvement Association.

He sees his current role as that of "aiding and assisting" the Mattapan civic organizations in the pursuit of making Mattapan a viable, bi-racial community.

The NAACP, Harrell said, was involved in two "very important", legal proceedings involving both the Boston School Committee and the Boston Police and Fire Departments.

The School Committee suit involves a class action brought on behalf of Mattapan resident, Tallulah Morgan, a mother of four children, charging the school committee with operating a "dual school system" and discriminating against black school children.

This suit, currently being heard before Federal District Court Judge Arthur Garrity,

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Globe editor Winship offers Mattapan residents a "face to face apology"

By PAUL GRIFFIN

Boston Globe editor Tom Winship met with Mattapan residents Tuesday night to offer a "face to face apology" for the Globe's conduct in publishing a January 30 article by columnist Mike Barnicle.

Barnicle's article, entitled "Blue Hill avenue: changing scene, way of life" had come under considerable fire from the newly-formed United Mattapan Community Association (UMAC), whose members charged that it was "racist" and "detrimental to the Mattapan community."

The story, which Barnicle described "a small slice of life", reported the antagonism felt by several Mattapan businessmen toward the encroachment of blacks on a neighborhood that "was once this city's great Jewish ghetto."

Quoting racial slurs allegedly used by the individuals he interviewed, Barnicle drew an "impressionistic" portrait of a racially tense and physically decaying neighborhood where churches, schools and houses were "run down", and the streets were "Sunday night empty at noon on weekdays."

The Tuesday night meeting, sponsored and organized by UMCA, attracted large gathering at the auditorium of St. Angela's church. Present on the panel which led the discussion were both members of UMCA and the Globe editorial staff.

Representing the Globe were Barnicle, Winship, Urban Team director Ken Hartnett, Executive Editor Pat Healy, Assistant Executive editor Jack Dineen, and Editorial Page Editor Charles Whipple.

Members of UMCA present at the meeting were Debbie Ward, the organization's newly elected president; Bob Fortes of the Mattapan Block Associations; Rev. Harold Ross, Executive Director of the Association for Better Housing; Monsignor McManus of St. Angela's church; Willie Allen of the Mattapan Civic Improvement Association; David Farber of the Combined Jewish Philanthropies Center; Julius Bernstein of the Jewish Community Council; Stu Rosenberg of the Mattapan Board of Trade and Lee McKnight of the Mattapan Human Relations Association.

Jeff Spiegel, Manager of the Mattapan Little City Hall was also a panelist.

Fortes, acting as Chairman at the meeting, charged the Globe with "irresponsible journalism" before allowing Winship to read a prepared statement to the gathering.

In his statement, Winship apologized to the Mattapan community on behalf of the Globe, and assumed full responsibility for the article because he, as editor "was responsible for all the non-advertising matter that goes into the paper."

While stating that the article "quite properly was offensive to the community, and that we deeply regret this error in judgement on our part," Winship contended that "anyone who knows the Globe knows that its overall mission as a community institution is to ease racial tensions, not stir them."

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Winship promises feature on Mattapan

(Continued from Page 1)

Winship also met the charge that controversial stories dealing with inner-city problems are printed in order to raise circulation in the suburbs.

Referring to this theory as "a widely held myth", Winship said that the Globe "would sell many more papers if we did not devote so much space to the many troubled communities of the inner city of Boston."

"Many people in the suburbs," Winship said, "do not want to be reminded of these problems.

At the conclusion of Winship's remarks, Reverend Ross told the gathering that several members of the UMCA panel had met with Winship on the previous Friday morning to discuss problems arising from the publication of Barnicle's story.

At that time, Ross said, five questions had been raised which he felt had not been satisfactorily answered.

These were: who had authorized the printing of this particular article?; why was the reporter in the Mattapan area?; why did the reporter presume to report on Jewish-Black relations when he was himself neither Black nor Jewish?; did he leave out of his article any positive testimony about Mattapan?; and why are these so few positive human interest stories relative to Mattapan?.

Barnicle, described by Winship as a "gifted, compassionate native of this state," and as a former speech writer for John Lindsay, George McGovern and Kennedy family, responded to several of the questions himself.

Barnicle said he came to Mattapan because "Blue Hill Avenue is more than just Blue Hill avenue - I'm interested in people, especially people with poisoned minds."

The material for his article, Barnicle said, "was obtained by spending eight hours on Blue Hill avenue talking to everyone who'd talk to me."

"The people who talked to me," Barnicle added, "I wrote about." His article, Barnicle said, was designed as "a report on people - people that exist on Blue Hill avenue and in several thousand other places."

In response to the question regarding whether or not he had interviewed any other individuals than those whose remarks he included in the article, Barnicle replied that he had.

He had spoken to a number of individuals, both black and white, Barnicle said, and he named Harry Keller of the Kosher Meat Market as one such person.

Barnicle's answer to the question of his competence to report on Jewish or Black affairs was that his personal experience and exposure to the media had acquainted him with both of these cultures.

"Would I have to be Vietnamese to report on the Vietnam War?" Barnicle asked, "Would I have to be [illegible] Irish to report on the problems there? Do I have to be a Mattapan resident to report on the problems of Mattapan?"

Winship fielded the questions regarding authorization of Barnicle's story and positive media exposure of the Mattapan community.

"I was the one who authorized the story," Winship said, "and perhaps I acted too hastily on this one." But, he observed, "we all learn from our mistakes."

Winship added in response to the second question that "there should be many more positive stories on the relations between ethnic groups."

In his more than a decade of service as a news editor, he added, there had been a "phenomenal" increase in such stories. But, Winship added, he was "not satisfied with the number of positive stories on Mattapan." He promised that in the future, "we're going to do more."

Later in the evening, Winship promised a feature article on the various community groups working to improve conditions in the Mattapan area.

Members of the staff of the Boston Globe appeared at St. Angela's Church Tuesday night to offer a "face to face apology" for printing an article considered by many as "detrimental to the Mattapan community." Pictured (L to R) are Ken Hartnett of the Globe's Urban Team, Matt Storin, the Metropolitan editor, Mike Barnicle, author of the controversial article, Charles Whipple, editor of the editorial page, Jack Driscoll, Assistant executive editor, and Tom Winship, editor of the Globe.

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